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ABSTRACT

A ten-member commission on French as a Second Language (FSL) was established by the Canadian Teachers' Federation (CTF) in July 1978, with a three-year mandate. One of the commission's tasks was to review the national scene in the area of FSL education. A process was initiated to survey CTF member organizations, to review education acts and regulations of each province, and to review official reports. This report includes a summary of the findings with comments. The report is presented as follows: (1) provincial/territorial regulations governing FSL education; (2) observations on the regulations in terms of definition of objectives, required grade levels and time allocation, prescribed programs or texts, teacher training, and general observations; (3) federal government support for second language studies, especially assistance for the teaching of the second official language, the special projects program for the development of bilingualism, teachers' bursaries, language training centers, and the second language monitor program; and (4) an outline of relevant policy or position statements by CTF member associations. Appendices include relevant statistical tables and position papers from member associations. A French language version of the body of the report and the statistical tables is included. (AMH)

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A REPORT

ON

THE STATUS OF THE TEACHING OF FRENCH AS A SECOND LANGUAGE

WITHIN CTF MEMBER ORGANIZATION JURISDICTIONS

ISBN 0 88989 106 0

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Canadian Teachers' Federation
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Ottawa, Ontario
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MAY 1981

FL 012 479

FOREWORD

At its Annual Meeting in July 1978 the Canadian Teachers' Federation established a ten-member Commission on French as a Second Language with a three-year mandate, with the following terms of reference:

(a) To study and advise CTF with respect to matters peculiar to providing French second language education;

(b) To review the national scene in the area of French second language education;

(c) To recommend appropriate policies and programs to the Board of Directors; and

(d) To study matters referred by the Board of Directors and to make appropriate reports.

Nominations to the Commission were received from the CTF Member organizations. Selections were made by the Board of Directors on the recommendations of the Executive Committee, as follows:

Chairperson -- CTF Director

Mr. Donald R. Peacock		1978-79	Mr. Kenneth M. Kryzanowski		1979-81

Western Region

Miss Diane Hickey	(ATA)	1978-81			
Mr. Harvey Chatlain	(STF)	1978-81			
Ms. Patricia Aders	(BCTF)	1978-79	Mr. Jeff Carter	(MTS)	1979-81

Central Region

Mr. Peter Wood	(OTF)	1978-81			
Miss Cecile Doucet	(PACT)	1978-81			
Ms. Ardele Warr	(PAPT)	1978-79	Mr. Roger Leblanc	(OTF)	1979-80
			Ms. Janice Tessier-Murray	(PAPT)	1980-81

Eastern Region

Mr. Clarence LeBlanc	(NBTA)	1978-81			
Ms. Margaret Whyte	(NSTU)	1978-81			
Ms. Elizabeth Sowka	(NTA)	1978-79	Mr. Gerald Comeau	(PEITF)	1979-81

In particular response to the mandate contained in its first term of reference, at the request of the Commission, an extensive bibliography on Teaching of French as a Second Language, Catalogue No. C-79102, was published by CTF in September 1979. This popular publication is now in its second printing.

Response to the second term of reference, "to review the national scene in the area of French second language education", has involved a lengthy process. A survey questionnaire was distributed to CTF Member organizations in December 1978. Responses to the questionnaire were provided through the offices of the

General Secretaries. In addition, Education Acts and regulations of each province were reviewed to determine the nature and extent of legislation and regulations governing French second language instruction at provincial/territorial levels; reports of the Council of Ministers of Education and of the Secretary of State's Bilingualism in Education Support Branch were reviewed. Data was updated and verified as much as seemed possible. What follows is a summary of the survey findings, together with comments.

R.D. Mosher
Secretary to the Commission

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CANADIAN TEACHERS' FEDERATION

A Report

on

The Status of the Teaching of French as a Second Language

Within CTF Member Organization Jurisdictions

One of the Terms of Reference of the Commission on French as a Second Language is:

> To review the national scene in the area of French Second Language Education and recommend appropriate policies and programs to the Board of Directors.

In order to determine the status of French second language programs in Canada, a questionnaire was distributed to CTF Member organizations in December 1978. Responses to the questionnaire were provided through the offices of the General Secretaries. In addition, Education Acts and Regulations of each province were reviewed to determine the nature and extent of legislation and regulations governing French second language instruction; reports of the Council of Ministers of Education and of the Secretary of State's Bilingualism in Education Support Branch were reviewed. The following is a summary of the survey findings, together with comments.

1. Provincial/Territorial Regulations Governing French Second Language Education

In general, there are few provinces/territories which have established specific regulations which govern French second language education. Except in Quebec, there is no specific requirement that French second language programs shall be provided by every school board within the jurisdiction. On the other hand, in no jurisdiction is there any regulation which seriously limits a school board's development and provision of French second language programs. Permissive programs prevail. In spite of considerable development and expansion of French second language programs at local levels, there are few cases where all students are required to study the second language.

In Quebec, "No secondary school leaving certificate may be issued to a student who does not have the speaking and writing knowledge of French required by the curricula of the Department of Education", and as determined by provincial examinations.

In Ontario, significant incentive grants, based on accumulated student instructional hours, are available to all school boards if any FSL program is expanded (core, extended, immersion) at the elementary and/or secondary levels.

Similarly, in Manitoba, incentive grants are provided to promote FSL studies in schools of the province.

Recently, the Minister of Education of New Brunswick announced a policy that wherever a sufficient number of parents demand immersion French classes for their children, the local school boards must provide them.

2. Appendix I, Table 1, attached, indicates the status of FSL instruction under the following headings:

   (a) Definition of Objectives -- Do regulations or curriculum guidelines specify realistic FSL objectives in terms of student performance level?

   (b) Required Grade Levels -- Grade levels at which FSL studies are required.

   (c) Class Time Minima -- Minimum time required to be allocated to FSL at various grade levels.

   (d) Minimum Accumulated Time -- Minimum total accumulated time required for FSL studies in K to 12.

   (e) Prescribed Programs or Texts -- Are programs or texts prescribed at the provincial/territorial level?

3. Observations

   (a) Definition of Objectives

   Few jurisdictions have developed realistic objectives for FSL programs in terms of student performance expectations.

   In Alberta, a three-year French program begins in Grade 10 and ends in Grade 12. It is designed for all school jurisdictions which are able to offer only a minimum program in French as a second language. The characteristics of the program include:

   (i) A statement of objectives which reflect the GOALS OF BASIC EDUCATION along with a rationale to support the inclusion of French as a school program;

   (ii) Specification of minimum expectations for each language skill;

   (iii) Specification of performance statements and linguistic content;

   (iv) Specification of minimum core content for all students as well as elective components for enrichment;

   (v) Suggested teaching and learning strategies and evaluation procedures.

   Similar programs involving the same set of characteristics as stated above are also being developed for SIX AND NINE YEAR FRENCH PROGRAMS in Alberta.

   The Bureau de l'Éducation Française, Department of Education, Manitoba has adopted the principles of the 1974 Gillin Report (Report of the [Ontario] Ministerial Committee on the Teaching of French), relative to minimum time allocations and objectives. Curriculum guidelines are in the process of change to expand FSL programs to meet the objectives for a "core program" as defined in the Gillin Report.

3. Observations (cont'd)

(a) Definition of Objectives (cont'd)

In Ontario, realistic objectives are defined in the document, Teaching and Learning French as a Second Language, April 1977, and in the new French, Core Programs, 1980. Aims and objectives, as stated in Ontario curriculum guidelines, are considered to be official Ministry of Education policy.

In Quebec, objectives are essentially the achievement of standards required to "pass" prescribed provincial examinations.

In New Brunswick, five levels of proficiency for FSL students have been identified and "Interviewers of French" are being selected by the Department of Education to assess the proficiency of high school graduates. It is hoped that this move will have a significant effect on the development and definition of school objectives in FSL programs.

Prince Edward Island is also moving toward a rational development of student objectives in FSL programs.

(b) Required Grade Levels and Class Time Allocation

In most jurisdictions the levels at which French as a second language may, or shall, be studied, and the amount of time allocated to it are left to the discretion of the school board.

The Bureau de l'Éducation Française in Manitoba and the Ministry of Education in New Brunswick are working toward the application of the minimum of 1200 hours specified for the objectives of the core French program in the Gillin Report.

At the elementary school level in Ontario, school boards may opt to offer core French from K to 8. However, once the initial year of the program is selected, from that grade on, the program is not optional for the individual schools involved. Because of incentive grants (and the credit system in secondary schools) core programs of fewer than 100 minutes per week (elementary) or 200 minutes per week (secondary) are extremely unusual, if indeed they exist at all.

In Quebec only, are there core French second language programs which are compulsory over the full range of the elementary-secondary school years.

In New Brunswick, Prince Edward Island, Newfoundland and the Yukon, several years of the school program are covered but there is yet no requirement to study the second language in the senior high school years.

(c) Accumulated Class Time

In terms of accumulated total class time devoted to French second language studies, only students who graduate from Quebec schools now achieve the minimum of 1200 hours, which should provide them with a

3. Observations (cont'd)

(c) Accumulated Class Time (cont'd)

basic level of second language competency, as defined in the Gillin Report (Report of the Ministerial Committee on the Teaching of French, Ministry of Education, Toronto, Ontario, 1974):

(a) fundamental knowledge of the language, its grammar and pronunciation, an active vocabulary of 3000 to 5000 words, and familiarity with about 100 basic sentence patterns;

(b) ability to participate in simple conversation;

(c) ability to read, with the aid of a dictionary, standard texts on subjects of interest;

(d) ability to resume the study of the second language if the desire or need arises;

(e) development of a basic knowledge and appreciation of the culture and aspirations of French-speaking Canadians.

As noted above, Manitoba is working toward the establishment of this minimum.

Some Ontario Boards provide students with the opportunity to accumulate 1200 hours which has been suggested by the Ministry of Education to be the minimum number of hours required to reach the basic level of competence. Despite serious declining enrolment in general, many Ontario school boards have adopted plans to expand core French programs gradually in terms of the accumulated hours provided.

(d) Prescribed Programs or Texts

The lack of research and development leading to carefully considered curriculum guidelines and recommended texts has provided freedom to experiment and adapt. On the other hand, it has also led to the implementation of numerous untried and unproven second language programs and teaching techniques; to curriculum fragmentation, lack of continuity and coherence.

In Ontario, teachers may choose from a list of several textbook series approved by the Ministry of Education in a special circular which is published annually. Texts are now listed according to the appropriate number of accumulated hours.

(e) Specialist Education and Preparation for Second Language Teaching

The general assumption seems to have been, and is still prevalent, that a teacher is a teacher; that so long as a teacher has had professional training in pedagogy and has a reasonable command of the French language, he/she is competent to teach French as a second language. Without even the tools of carefully developed curriculum guidelines and programs such teachers are doomed to failure in effective second language teaching.

3. Observations (cont'd)

(e) Specialist Education and Prepartion for Second Language Teaching (cont'd)

As of May, 1977 all Ontario teachers newly assigned or placed in charge of an FSL program must hold FSL certification.

In Quebec, Nova Scotia and Newfoundland specialist qualifications are required for FSL teachers.

(f) General

The degree of provincial/territorial regulation and support for French second language education, as indicated from a survey of regulations and curriculum requirements, can only be described as weak and haphazard. On the other hand, there is a growing number of school boards in many jurisdictions, particularly in large urban and suburban areas, which have done much in the development and extension of second language programs.

In general, the expansion of second language programs in elementary schools over the past decade has been phenomenal. In 1970, 28% of English-speaking elementary students were enrolled in FSL programs. By 1979, the figure had risen to 45%. (See Appendix I, Table 2)

Not only do more parents want their children to learn French, but they want them to learn more than the traditional programs have provided in the past. Hence, the major development has been in immersion classes across the country. In 1969 the immersion method was virtually a new pilot project serving a few hundred children in the Montreal area. In 1978-79, there were 15,000 children enrolled in immersion classes in the Province of Quebec, and 26,000 in eight of the other provinces. (See Appendix I, Table 3)

Unfortunately, while the expansion of immersion programs has been a valuable development in the service of a large number of students whose objective is to achieve a high level of bilingualism, the very nature of the program limits it to a relatively small proportion of the total student body. In the meantime, there has been little development in core and extended core FSL programs.

While there has been a vast increase in enrolment in FSL programs in elementary schools, the record at the secondary school level shows a disappointing decline. From a total enrolment of 55.8% of high school students in FSL programs in nine provinces in 1970-71, the percentage dropped to 41.5% in 1979-80. (See Appendix I, Table 4)

It may be of some comfort to rationalize the decrease in secondary student enrolment in FSL programs as the result of our permissive society and free choice of subject options by students. However, we must recognize that we are presented with a problem which requires some resolution.

4. Federal Government Support for Second Language Studies

In response to the recommendations contained in Volume II of the Report of the Royal Commission on Bilingualism and Biculturalism, the federal government authorized the Secretary of State in 1969 to negotiate with the provinces programs of financial assistance for the provision of education in their mother tongue for francophone minorities outside Quebec, the anglophone minority in Quebec and for programs of second official language instruction in the schools for the majority population in the respective provinces. These programs were initiated in January 1970, renewed in March 1974 for a five-year period expiring March 31, 1979.

Since that date the Council of Ministers of Education, Canada and the Secretary of State have not been able to reach agreement on a new funding proposal. An interim agreement was concluded for 1979-80 to continue the funding of special projects on the same basis as in the previous agreement; to continue the "formula funding" on the same basis but with a maximum of 140 million dollars to apply.

(a) Assistance for the Teaching of the Second Official Language

(The second official language is considered to be English in the Province of Quebec and French in all other provinces.)

Five percent of the average annual provincial per student cost is paid to provinces with respect to each student who is studying the second official language. The formula takes into account the amount of time which the student spends studying the second official language, for each student in FSL programs:

$$.05 \times \frac{a}{b} \times c$$

- where a = hours/year in FSL study
  b = total school hours per year
  c = average total annual per student cost for the province

Assuming one 60 minute period daily, "a" might equal 200;

Assuming a 5 period day, "b" might equal 1000;

Assuming a per student provincial average cost of $2000, "c" would equal $2000; thus:

$$.05 \times \frac{200}{1000} \times \$2000 = \$20.00$$

(See Appendix I, Table 5)

(b) Special Projects

The special projects program is designed to enable provincial and territorial governments to identify spheres of activity in which substantial progress may be possible in the development of bilingualism in education. Special projects are intended to assist

4. Federal Government Support for Second Language Studies (cont'd)

(b) Special Projects (cont'd)

provincial governments in developing innovative and experimental projects in minority official language education or second official language instruction at any level of the educational system. The projects are financed on a cost-sharing basis by the federal and provincial governments.

The amount of the federal reimbursement with respect to such projects does not normally exceed 50 percent of the total cost. Expenditures of a capital nature are generally not admissible. Federal government may take into account the funds it is contributing to the province under other language programs. Essential requirements are that all special project requests be submitted to the federal government by the relevant provincial department, and that there be provision for the evaluation of each project. (See Appendix I, Table 6)

(c) Teachers' Bursaries

Bursaries are offered annually to enable second official language and minority official language teachers to take courses to improve their skills. (See Appendix I, Table 7)

(d) Language Training Centres

Provincial governments can recover certain capital expenditures incurred in the establishment or improvement of language training centres. At these centres, official language training may be offered not only to students, teachers, and others in academic life, but also, in some instances, to provincial public servants and the general public. Each province may obtain up to $100,000 per year for this purpose. (See Appendix I, Table 8)

(e) Second Language Monitor Program

Each year, this program enables several hundred post-secondary students to work part-time as monitors assisting second language teachers, especially with the conversational aspects of language learning. These students work as monitors for six to eight hours per week and receive bursaries of $3,000. An English-language monitor studies for one year in a French-language milieu and assists a teacher of English as a second language. Similarly, a French language monitor studies for one year in an English-language milieu and assists a teacher of French as a second language.

This program is funded by the Department of the Secretary of State and administered by provincial governments in liaison with the Council of Ministers of Education. (See Appendix I, Table 9)

5. Relevant Policy or Position Statements by CTF Member Organizations

BCTF
- Opportunity for second official language fluency should be provided for all students.

ATA
- The Department of Education should provide materials for the further development of aural comprehension in second language studies (1978).
- The Department of Education should develop student evaluation procedures and provide materials for instruction in second language courses which are inclusive of all the established objectives (1978).
- The order of priority for second language skills should be comprehension, speaking, reading and writing (1978).
- Alberta parents should have the right to have their children educated in the Canadian official language of their choice and all children should have equal opportunity to become fluent in the other official language (1979).
- The Government of Alberta should amend its legislation to ensure the right of Alberta parents to have their children educated in the Canadian official language of their choice (1979).

STF
- Legislation governing the use of languages other than English in schools should be flexible.
- School boards should retain the right to decide which electives, including other languages, will be offered in the schools.

MTS
- French language schools should be established and made accessible to French-speaking students. In such schools French should be the language of instruction for all subjects except English. It should also be the language of administration and of internal and external communication.
- French immersion schools or programs should be established or made accessible to non-French-speaking students who wish to learn French. In such schools or programs French should be the language of instruction, of administration and of internal communication.
- Core French programs, beginning at the kindergarten or Grade 1 level, should be accessible to all other students attending Manitoba public schools. Those students should receive instruction in French on the basis of at least 40 minutes per day throughout their school years if they are to acquire a foundation in the French language upon which they may develop bilingualism later in life.
- A detailed position paper is attached (Appendix II).

5. Relevant Policy or Position Statements by CTF Member Organizations (cont'd)

OTF - The Ontario Public School Men Teachers' Federation adopted a comprehensive position paper on French second language programs in January 1977. (Appendix III)

- The Federation of Women Teachers' Associations of Ontario has similarly adopted a position paper. (Appendix IV)

PAPT (Que.) - See Appendix V.

NBTA - The NBTA has statements of policy on the teaching of French as a second language, on the training and qualifications of French second language teachers, on immersion programs for French second language, on the displacement of unilingual English teachers as a result of implementation of immersion programs, on class size for French second language instruction.

NSTU - The NSTU has a statement of policy on the teaching of French as a second language.

PEITF - See Appendix VI.

NTA - NTA has developed a set of recommendations relative to French second language education to their department of education.

NWTTA - French language acquisition programs should not be compulsory where French would be a third language.

- French language acquisition programs should be offered as an option at the discretion of the education authority.

YTA - No relevant policy statements.

APPENDIX I

(Tables 1 to 9)

TABLE I

	Definition of Objectives	Required Grade Levels	Class Time Minima (min/wk)	Minumum Accumulated Time K-12 (hours)	Prescribed Programs or Texts
B.C.	No	8 only	100	70 hrs.	Yes
Alta.	Yes	None	N/A	N/A	Yes
Sask.	Yes	None	N/A	N/A	Yes
Man.	Yes	None	N/A	N/A	Yes
Ont.	Yes	None	For grant eligibility Elementary -- 100 min. Secondary -- 200 min.	N/A	Yes
Quebec	Yes	K-11	1-4 - 150 5-6 - 225 7-11 - 250	Generally under 1200 hrs.	Yes
N.B.	Yes	5-10	5-6 - 150 7-10 - 250	780 hrs.	Yes
N.S.	No	None	N/A	N/A	Yes
P.E.I	No	4-9	4-6 - 100 7-9 - 150	N/A	Yes
Nfld.	No	1-9	1-3 - 60 4-6 - 90 7-9 - 135	420	Yes
N.W.T.	No	None	N/A	N/A	No
Yukon	No	5-9	Recommended 5-7 - 100 8-9 - 150	400	Yes

TABLE 2

ELEMENTARY LEVEL: SECOND LANGUAGE ENROLMENT BY PROVINCE
(ENGLISH IN QUEBEC, FRENCH ELSEWHERE), PUBLIC SCHOOLS ONLY

Province and Year	Eligible School Enrolment	Second Language Enrolment Number	Second Language Enrolment %	Instruction Time Devoted to Second Language (%)
Newfoundland				
1979-80	88,566[p]	36,590[p]	41.3[p]	5.9[p]
1978-79	91,010[r]	34,441[r]	37.8[r]	6.0
1973-74	98,823	32,520	32.9	5.8
1970-71	101,877	21,835	21.4	5.0
Prince Edward Island				
1979-80	12,224[p]	7,181[p]	58.7[p]	5.8[p]
1978-79	12,693	7,534	59.4	6.0[r]
1973-74	14,947	6,226	41.7	5.5
1970-71	16,818	3,561	21.2	8.0
Nova Scotia				
1979-80	95,997[p]	38,785[p]	40.4[p]	7.1[p]
1978-79	98,189[r]	36,679[r]	37.4[r]	7.0[r]
1973-74	113,259	23,853	21.1	5.6
1970-71	121,894	12,642	10.4	7.0
New Brunswick				
1979-80	47,223[p]	30,336[p]	64.2[p]	7.8[p]
1978-79	48,357[r]	30,422	62.9[r]	7.0[r]
1973-74	57,672	31,997	55.5	6.2
1970-71	61,545	37,305	60.6	8.0
Ontario				
1979-80	1,139,850[e]	644,000[e]	56.5[e]	9.0[e]
1978-79	1,180,831[r]	655,198[r]	55.5[r]	9.0
1973-74	1,335,082	596,920	44.7	7.6
1970-71	1,361,119	509,955	37.5	7.0

e = Statistics Canada estimates
p = Preliminary figures provided by departments of education
r = Figures revised since publication of 1978 Annual Report

CONTINUED

TABLE 2

Province and Year	Eligible School Enrolment	Second Language Enrolment Number	Second Language Enrolment %	Instruction Time Devoted to Second Language (%)
Manitoba				
1979-80	106,470[p]	43,549[p]	40.9[p]	5.6[p]
1978-79	107,791[r]	43,613[r]	40.5[r]	6.0[r]
1973-74	124,005	47,845	38.6	5.1
1970-71	134,465	39,739	29.6	5.0
Saskatchewan				
1979-80	107,839[p]	5,986[p]	5.6[p]	6.8[p]
1978-79	108,268[r]	6,409[r]	5.9	7.0[r]
1973-74	116,169	6,674	5.7	7.8
1970-71	133,514	6,950	5.2	8.0
Alberta				
1979-80	216,299[e]	51,399[e]	23.8[e]	7.2[e]
1978-79	215,938[r]	51,014[r]	23.6[r]	7.0
1973-74	212,824	62,010	29.1	5.5
1970-71	230,433	58,235	25.3	6.0
British Columbia				
1979-80	298,922[p]	83,444[p]	27.9[p]	5.5[p]
1978-79	299,888[r]	84,360	28.1	6.0[r]
1973-74	336,392	31,226	9.3	5.1
1970-71	333,340	18,558	5.6	5.0
TOTALS (9 provinces)				
1979-80	2,113,390[e]	941,270[e]	44.5[e]	8.2[e]
1978-79	2,162,965[r]	949,670[r]	43.9[r]	8.0
1973-74	2,409,173	839,271	34.8	7.0
1970-71	2,495,005	708,780	28.4	6.0
Quebec				
1979-80	527,600[e]	195,200[e]	37.0[e]	10.0[e]
1978-79	553,637[e,r]	204,846[e,r]	37.0[e,r]	10.0[e]
1973-74	700,125	235,500	33.6	11.0
1970-71	824,026	339,484	41.2	9.0

TABLE 3

FRENCH IMMERSION PROGRAMS IN EIGHT PROVINCES

Province and Year	Enrolment	Grades Offered	Number of Schools
Newfoundland			
1978-79	193	K-4, 6-8	5
1977-78	95	K-2, 6-8	3
1976-77	56	K,1	1
Prince Edward Island			
1978-79	820	1-5, 7-9	13
1977-78	541	1-4, 7,8	7
1976-77	304	1-3, 7	6
Nova Scotia			
1978-79	363	Prim.-8	10
1977-78	127	K,1, 6-8	3
1976-77	46	Prim.,6,7	2
New Brunswick			
1978-79	3,763	K-9	35
1977-78	3,179	K-9	34
1976-77	2,504	K-8	32
Ontario[a]			
1978-79	15,042	K-8	160[e]
1977-78	12,764	K-8	160[e]
1976-77	12,363	K-8	156
Manitoba			
1978-79	2,521	K-10	21
1977-78	1,667	K-9	13
1976-77	1,290	K-8	14

CONTINUED

TABLE 3

Province and Year	Enrolment	Grades Offered	Number of Schools
Saskatchewan			
1978-79	1,208	K-12	13
1977-78	407	K-8	2
1976-77	338	K-8	2
British Columbia			
1978-79	2,094	K-10	24
1977-78	1,301	K-9	15
1976-77	862	K-7	10
TOTALS (Eight Provinces)			
1978-79	26,004		281[e]
1977-78	20,081		237[e]
1976-77	17,763		223

Source: Statistics Canada

Note: Immersion is the term applied to programs in which the language to be learned is used as the medium of instruction. Pupils in immersion programs generally spend almost all their class time in the other language in the early years and phase down to some 40 to 60 per cent in the higher grades.

No distinction is made by Alberta between programs designed for Francophones and French immersion programs for Anglophones.

Increase in enrolment from 1976-77 to 1978-79: 32%

a = Includes only those immersion programs in which French is the language of instruction for 75% of the week or more
e = Estimate

TABLE 4

SECONDARY LEVEL: SECOND LANGUAGE ENROLMENT
(ENGLISH IN QUEBEC, FRENCH ELSEWHERE), PUBLIC SCHOOLS ONLY

Province and Year	Eligible School Enrolment[a]	Second Language Enrolment Number	Second Language Enrolment %	Instruction Time Devoted to Second Language (%)
Newfoundland				
1979-80	61,373[p]	34,683[p]	56.5[p]	10.8[p]
1978-79	61,763[r]	34,568[r]	56.0[r]	11.0[r]
1973-74	60,820	34,583	56.9	10.7
1970-71	58,853	37,895	64.4	10.0
Prince Edward Island				
1979-80	13,441[p]	8,056[p]	59.9[p]	10.6[p]
1978-79	13,659[r]	8,332	61.0[r]	11.0[r]
1973-74	13,328	8,156	61.2	10.8
1970-71	13,008	10,794	83.0	10.0
Nova Scotia				
1979-80	87,447[p]	54,639[p]	62.5[p]	12.2[p]
1978-79	89,998[r]	57,205[r]	63.6	12.0[r]
1973-74	88,738	59,420	67.0	12.1
1970-71	85,615	59,955	70.1	13.0
New Brunswick				
1979-80	54,010[p]	37,741[p]	69.9[p]	14.0[p]
1978-79	55,633[r]	38,680	69.5[r]	14.0[r]
1973-74	54,016	37,852	70.1	12.9
1970-71	53,688	42,708	79.5	12.0
Ontario				
1979-80	612,600[e]	229,700[e]	37.5[e]	13.0[e]
1978-79	612,385[r]	226,595[r]	37.0[r]	13.0[e]
1973-74	556,450	202,729	36.4	13.0
1970-71	549,827	269,079	48.9	13.0

a = Total school enrolment less the number of students for whom the minority language (English in Quebec, French elsewhere) is the language of instruction
e = Statistics Canada estimates
p = Preliminary figures provided by departments of education
r = Figures revised since publication of 1978 Annual Report

CONTINUED

TABLE 4

Province and Year	Eligible School Enrolment[a]	Second Language Enrolment Number	Second Language Enrolment %	Instruction Time Devoted to Second Language (%)
Manitoba				
1979-80	92,284[p]	36,009[p]	39.0[p]	10.8[p]
1978-79	97,718[r]	39,004[r]	39.9[r]	11.0[r]
1973-74	106,713	45,121	42.3	11.2
1970-71	102,076	55,640	54.5	10.0
Saskatchewan				
1979-80	97,364[p]	43,839[p]	45.0[p]	9.7[p]
1978-79	100,395[r]	46,199[r]	46.0[r]	11.0[r]
1973-74	106,422	56,696	53.3	10.8
1970-71	113,053	77,928	68.9	10.0
Alberta				
1979-80	210,178[e]	57,030[e]	27.1[e]	11.1[e]
1978-79	212,597[r]	60,157[r]	28.3[r]	11.0
1973-74	206,913	63,554	30.7	10.2
1970-71	195,554	80,607	41.2	10.0
British Columbia				
1979-80	209,395[p]	94,702[p]	45.2[p]	11.0[p]
1978-79	215,804[r]	93,192	43.2	11.0[r]
1973-74	212,309	105,664	49.8	11.0
1970-71	193,651	127,293	65.7	10.0
TOTALS (9 Provinces)				
1979-80	1,438,092[e]	596,399[e]	41.5[e]	12.0[e]
1978-79	1,459,952[r]	603,932[r]	41.4[r]	12.0[e]
1973-74	1,405,709	613,775	43.7	11.8
1970-71	1,365,325	761,899	55.8	12.0
Quebec				
1979-80	450,550[e]	441,540[e]	98.0[e]	16.0[e]
1978-79	463,017[e,r]	453,757[e,r]	98.0[e,r]	16.0[e,r]
1973-74	599,475	599,475	100.0	14.2
1970-71	515,907	515,846	100.0	14.0

TABLE 5

FIVE PER CENT FORMULA PAYMENTS

CONTRIBUTIONS FOR TEACHING THE SECOND OFFICIAL LANGUAGE
ELEMENTARY AND SECONDARY LEVELS

FOR EACH STUDENT STUDYING THE SECOND OFFICIAL LANGUAGE AT THE ELEMENTARY OR SECONDARY LEVEL, A PROVINCE RECEIVES 5% OF A PRO-RATED PORTION OF THE AVERAGE ANNUAL PROVINCIAL PER STUDENT COST.

AMOUNT PAID TO EACH PROVINCE IN EACH YEAR

Province	Fiscal Year 1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	Cumulative Totals
Nfld.	113,608	168,502	185,087	140,316	230,220	189,797	459,358	513,813	2,000,701
P.E.I.	42,863	50,463	46,508	50,948	50,443	101,995	111,853	112,453	567,526
N.S.	310,223	349,733	347,621	296,889	458,441	557,950	694,947	774,705	3,790,509
N.B.	218,585	320,759	289,475	291,886	253,447	284,951	648,798	550,560	2,858,461
P.Q.	5,635,954	6,644,155	5,860,970	8,731,620	7,560,566	9,351,686	14,777,074	20,908,996	79,471,021
Ont.	3,061,979	4,674,307	3,971,881	4,229,429	3,722,576	5,871,482	7,022,852	8,743,949	41,298,455
Man.	354,959	465,742	408,601	288,114	449,972	543,396	701,566	667,741	3,880,091
Sask.	453,518	318,616	348,766	242,650	432,106	461,043	525,797	569,593	3,352,089
Alta.	579,653	680,007	578,196	410,827	625,501	756,655	832,021	939,688	5,402,548
B.C.	834,645	961,907	756,577	817,491	732,359	1,376,833	1,319,737	1,471,924	8,271,473
National Total	11,605,987	14,634,191	12,793,682	15,500,170	14,515,631	19,495,788	27,094,003	35,253,422	150,892,874

TABLE 6

SPECIAL PROJECTS

TO ASSIST PROVINCIAL AND TERRITORIAL GOVERNMENTS IN DEVELOPING INNOVATIVE AND EXPERIMENTAL PROJECTS IN MINORITY OFFICIAL LANGUAGE EDUCATION OR SECOND OFFICIAL LANGUAGE INSTRUCTION AT ANY LEVEL OF THE EDUCATIONAL SYSTEM

AMOUNT PAID TO EACH PROVINCE AND TERRITORY

Province or Territory	Fiscal Year 1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	Cumulative Totals
Nfld.	--	17,691	61,142	209,221	416,556	651,107	1,355,717
P.E.I.	--	--	50,545	102,452	109,636	128,821	391,454
N.S.	--	7,035	178,110	236,179	539,247	796,086	1,756,657
N.B.	21,775	197,478	520,058	98,297	1,636,981	1,078,346	3,552,935
P.Q.	--	459,012	714,994	1,310,241	2,319,876	3,227,761	8,031,884
Ont.	--	2,101,000	2,191,004	1,562,282	1,880,786	2,913,544	10,648,616
Man.	--	2,130	216,695	585,111	881,888	1,078,838	2,764,662
Sask.	147,791	10,875	152,728	141,269	184,564	236,260	873,487
Alta.	--	49,770	112,015	72,190	1,413,187	815,299	2,462,461
B.C.	--	--	522,973	904,935	918,609	1,759,019	4,105,536
N.W.T.	--	--	3,668	113,314	40,624	69,425	227,031
Yukon	--	--	53,288	144,697	72,094	86,408	356,487
National Total	169,566	2,844,991	4,777,220	5,480,188	10,414,048	12,840,914	36,526,927

TABLE 7

TEACHERS' BURSARIES

TO ENABLE SECOND OFFICIAL LANGUAGE OR MINORITY OFFICIAL LANGUAGE TEACHERS TO TAKE COURSES TO IMPROVE THEIR SKILLS

AMOUNT PAID TO EACH PROVINCE IN EACH YEAR

Province	Fiscal Year 1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	Cumulative Totals
Nfld.	18,200	22,200	31,343	35,934	45,708	73,269	226,654
P.E.I.	4,470	5,682	7,255	9,920	15,192	17,561	60,080
N.S.	34,261	39,576	65,298	52,155	78,417	53,980	323,687
N.B.	14,300	48,200	47,354	57,370	—	187,378	354,602
P.Q.	5,200	88,538	385,505	406,902	322,973	431,469	1,640,587
Ont.	79,990	402,200	592,662	510,929	702,605	808,859	3,097,245
Man.	7,560	12,075	18,586	24,780	91,080	118,827	272,908
Sask.	13,350	18,900	27,750	35,850	37,450	97,415	230,715
Alta.	22,255	36,670	68,971	72,041	137,875	138,141	475,953
B.C.	—	26,000	124,417	126,755	217,327	321,224	815,723
National Total	199,586	700,041	1,369,141	1,332,636	1,648,627	2,248,123	7,498,154

TABLE 8

LANGUAGE TRAINING CENTRES

TO REIMBURSE PROVINCES FOR EXPENDITURES INCURRED FOR LANGUAGE TRAINING CENTRES

AMOUNT PAID TO EACH PROVINCE

Province	Fiscal Year 1972-73	1973-74	1974-75	1975-76	1976-77	1977-78	Cumulative Totals
Nfld.	—	--	113,000	100,000	100,000	100,000	413,000
P.E.I.	97,128	--	190,671	96,610	98,967	94,548	577,924
N.S.	98,588	--	100,000	100,000	100,000	23,462	422,050
N.B.	--	34,126	--	--	100,000	96,890	231,016
P.Q.	—	--	191,236	108,764	--	200,000	500,000
Ont.	100,000	100,000	100,000	--	200,000	100,000	600,000
Man.	—	144,232	100,000	--	--	100,000	344,232
Sask.	99,265	99,102	98,771	40,000	—	—	337,138
Alta.	--	--	--	200,000	97,989	100,000	397,989
B.C.	--	--	99,227	91,950	100,000	100,000	391,177
National Total	394,981	377,460	992,905	737,324	796,956	914,900	4,214,526

TABLE 9

MONITORS

TO PROVIDE BURSARIES TO POST-SECONDARY STUDENTS WHO WORK PART-TIME AS MONITORS ASSISTING SECOND-LANGUAGE TEACHERS. THIS PROGRAM IS ADMINISTERED BY PROVINCIAL DEPARTMENTS OF EDUCATION IN LIAISON WITH THE COUNCIL OF MINISTERS OF EDUCATION OF CANADA.

Fiscal Year	Amount Paid
1973-74	856,647
1974-75	936,478
1975-76	1,414,152
1976-77	1,867,500
1977-78	3,083,300
Cumulative Total	8,158,077

APPENDIX II

(MTS Position Paper)

PUBLISHED BY
THE MANITOBA TEACHERS' SOCIETY

LE FRANCAIS AUJOURD'HUI

A review of the
French-language programs
available in Manitoba
and the policy on
French-language teaching
of
The Manitoba Teachers' Society

I — Introduction

The Manitoba Teachers' Society, the professional association of 12,000 public school teachers, has published this information booklet about various French language programs available in Manitoba schools. Its purpose is to acquaint students, parents, teachers, administrators, school board members, various government agencies and the public in general with the contents, objectives and probable outcomes of those programs.

French education in Manitoba has undergone considerable change in the past few years. Since 1970 parents have had the right to educate their children in the official language of their choice. As a result French language schools have been established to meet the needs of the francophone child. Non-francophone parents are now able to select from a variety of immersion programs--early, late, total or partial--which will develop various degrees of bilingualism in the child depending on the nature of the program chosen. Following the publication of the Gillin report in Ontario (1974) there has been an increasing awareness of the fact that expectations of the so-called core program, which provides anywhere from 15 to 40 minutes of French instruction per day, or even every other day, have been unrealistic. Students in these programs may be able to achieve fluency in French only if they continue their studies after their public school years.

In an attempt to see its way clearly through the various aspects of French education sketched above, special committees of The Manitoba Teachers' Society have been at work since 1975 to develop a coherent Society policy. These committees consisted mainly of members of the Educateurs Franco-Manitobains (representing the French language and the French immersion schools) and of members of the French chapter of the Manitoba Modern Language Association (providing input mainly about the core program). The cooperation of both groups, assisted by members of The Manitoba Teachers' Society provincial executive, resulted in the adoption by the Society's 1978 annual general meeting of Resolution E-23. This resolution outlines the Society's policy on French education.

As stated in this policy resolution, the Society believes that:

a) French language schools should be established and made accessible to French speaking students. In such schools French should be the language of instruction for all subjects except English. It should also be the language of administration and of internal and external communication.

b) French immersion schools or programs should be established and made accessible to non-French speaking students who wish to learn French. In such schools or programs French should be the language of instruction, of administration and of internal communication.

c) Core French programs, beginning at the kindergarten or grade 1 level, should be accessible to all other students attending Manitoba public schools. Those students should receive instruction in French on the basis of at least 40 minutes per day throughout their school years if they are to acquire a foundation in the French language upon which they may develop bilingualism later in life.

II — Historical Developments

In 1870, the Manitoba Act was promulgated. This act established Manitoba as a province of Canada and guaranteed the educational rights of Manitobans at the religious denominational level. In 1890, denominational schools were abolished, to be replaced by public schools operated by a newly formed Department of Education. The abolition of the Catholic schools, most of which were operated in French, greatly reduced the use of French as a language of instruction.

The Laurier-Greenway compromise of 1896 provided for "bilingual teaching" when ten or more pupils spoke French or a language other than English.

The Thornton law of 1916 made English the sole official language of instruction in the public schools of Manitoba.

A — Some Important Dates

1916 — The Thornton Law made English the only language of instruction in the public school system. In reaction to the Thornton Law, Franco-Manitobans formed L'Association d'Education des Canadiens-Français du Manitoba. For approximately 50 years, this organization maintained and controlled the quality of "Français" instruction by the use of examinations and by regular visits of inspectors which it appointed.
From 1916 to 1955, school boards were authorized to offer Core French courses at the grades VII to XII level.

1955 — School boards could request permission to offer Core French programs in grades IV to VI.

1957 — The McFarlane Royal Commission on Education recommended that Core French programs be available from grade I.

1963 — After 1963, when the "Français" course was recognized for credit from grades I-XII, Department of Education school inspectors became responsible for the supervision of the "Français" program.

1964 — Establishment of the Manitoba Modern Language Association.

1967 — With the passing of Bill 59 in 1967, it became possible to provide instruction in French for subjects other than French or "Français". The law now permitted the use of French as the language of instruction for up to 50% of the time.

1968 — La Société Franco-Manitobaine was established in 1968 to replace L'Association d'Education as an organization representing the interests of Franco-Manitobans. Les Educateurs Franco-Manitobains was founded, and affiliated with the Society as a Special Area Group.

1970 — In 1970, Bill 113 amended section 258 of the Public Schools Act and established French and English as the two official languages of instruction in the public schools of Manitoba.
The law also provided for the establishment of a nine member French Language Advisory Committee appointed by the Minister of Education to advise him in matters concerning French instruction.

1971 — In 1971, a French Section under the direction of Arthur Corriveau, was created at the Department of Education. It worked almost exclusively in the area of curriculum development.

1972-73-74 — In 1972, Olivier Tremblay was hired by the Department of Education to prepare a report on the situation of French instruction at that time. The recommendations

were submitted in the "Tremblay Report" in 1973. Named Coordinator of French Education in 1974, Mr. Tremblay worked at developing the organizational structure that was later known as le Bureau de l'Education française (BEF).

1976 — Le Bureau de l'Education française was formally established by order in council.

B — Principal Organizations and Institutions Currently Involved in French Language Education in Manitoba.

1. *Les Educateurs Franco-Manitobains*
In 1968 a group of teachers from the Red River School Division initiated the formation of a French teacher organization known then as "La Société des Educateurs de Langue Française". A few months later, the organization was affiliated to The Manitoba Teachers' Society as a Special Area Group working mainly in producing and distributing teaching materials to teachers as well as participating in the organization of in-service sessions. The organization later changed its name to "Les Educateurs Franco-Manitobains" (EFM).

   Because EFM was concerned with the teaching of all subjects in French and not only with the teaching of a "Français" course, it requested and obtained at the Annual General Meeting of 1972 a special status within the Society. Resolution No. 81

   "commissioned the EFM to advise the Society in matters related to education in the French language and to assist the Society in initiating and conducting activities designed to assist teachers working in schools where instruction is given in the French language..."

2. *The Manitoba Modern Language Association (French Chapter)*
The Manitoba Modern Language Association was formed at the 1964 meeting of MEA, as a federation of three sub-associations or chapters (French, Ukrainian and German). Shortly afterwards, this association affiliated as a Special Area Group with The Manitoba Teachers' Society.

   In the Fall of 1978, the French Chapter of MMLA withdrew from the association to become the Manitoba Association of French Teachers and affiliated with The Manitoba Teachers' Society as a distinct Special Area Group.

3. *L'Association des Commissaires de Langue française du Manitoba*
This organization of francophone school trustees, formed many years ago, was reorganized in 1970, when it became a member of the French Language Advisory Committee to the Minister of Education. The association is active in providing information to parents on French language programming and is instrumental in having French language instruction provided in school divisions. It has a regular contact with other organizations whose role is to provide educational services in French.

4. *L'Institut pédagogique*
In the Fall of 1972 l'Institut pédagogique, at St. Boniface College, opened its doors to its first 63 students. Affiliated to the Faculty of Education, University of Manitoba, l'Institut offers the Bachelor of Education program to teachers who use or plan to use French as the language of instruction.

5. *Le Comité Technique de l'Education française*
The committee was created in 1973 as a result of meetings held by the five superintendents of the divisions with a large francophone population.
Le Comité Technique de l'Education française (CTEF) acts as an advisory committee to the Assistant Deputy Minister on technical questions relating to French education. The committee has now expanded to include representatives of all the 14 divisions in which some instruction is given in the French language.

6. *Le Bureau de l'Education française*
Since 1976, the Bureau is responsible for the development and maintenance of the French programs (French language, French immersion, and Core French).
The Bureau, headed by an Assistant Deputy Minister, has responsibility for the following:

a) formulation of policies and priorities for recommendation to the Minister...concerning all educational services in the official minority language

b) provision of programs and services relating to all French language education in Manitoba

c) assistance to school divisions in assessing educational services... particularly as related to community and cultural needs and traditions

d) evaluation of programs and services, on an ongoing basis

e) integration of all basic services essential to the development of a program for French language education...curriculum, curriculum development, teacher education, etc.

f) liaison with other branches of the Department

g) assistance in the negotiation for, and administration of federal support programs for the promotion of bilingualism in education.

III — Current Situation

1. Legal Provisions

Under section 258 of the Public Schools Act, English and French are designated as the languages of instruction in the public schools of Manitoba. Other languages may be used for instruction of religious studies and of second languages.

The school board may designate English or French as the language of instruction in schools or classrooms, but upon petition of parents, must designated the language of instruction requested by the parents if there are 28 students at the elementary level or 23 at the secondary level who want to receive instruction in English or French (as the case may be). Article 8 of section 258 reads as follows:

"If there are fewer than 28 pupils at the elementary or fewer than 23 pupils at the secondary, the school board shall (according to the regulations) inform the Minister who may require the board to make arrangements for the use of French or English as the language of instruction in any class".

In addition, section 465, article 19 provides that:

"...every school board shall make provision for a pupil to attend another school division for a program not provided by the pupil's home school division, and the pupil's home school division is responsible for paying the residual costs of the education..."

"The language of administration of the school shall be English if instruction is provided in English for 75% or more of the time at the elementary level or for 60% or more of the time at the secondary level."

"In elementary schools where instruction is provided in French for 75% or more of the time, the language of administration shall be French. The same will apply in Secondary schools where instruction in the French language is provided for 60% or more of the time."

2. Programs

a) *French Language Schools and Programs*

A number of school divisions have designated French language schools in which instruction is provided in French in all subjects except that a course of English language arts is offered and compulsory for all students (at least after grade III). In some cases, those schools are still being developed as French language schools and are phasing out instruction in the English language.

Table I — French Language Schools in Manitoba

School Division	School	Grades offered in French	Enrollment[1]
St. Boniface	Taché	K- 8	211
	Lacerte	K- 8	496
	Collège	9 -12	590
	*Provencher	K- 8	355
St. Vital	Lavallée	K- 9	467
Norwood	**Précieux-Sang	K-12	528
Seine River	Noël Ritchot	K- 9	202
	Ste. Anne	K-12	305
	La Broquerie Elementary	K- 8	167
	La Broquerie Secondary	9 -12	58
Red River	Letellier	1 - 8	45
Mountain	St. Léon	1 - 8	62
Turtle River	***Laurier	K- 9	126
Birdtail R.	St. Lazare	K- 8	175

*In Provencher school all students speak French, but 50% instruction is given in English.
**In Precieux-Sang school, this includes the following:
K-6 — 262 students — all instruction in French (except English)
7-9 — 84 students — all instruction in French (except English)
7-9 — 127 students — optional courses -- some in French some in English.
7-9 — 55 students — 50% instruction in French
10-12 — 127 students — optional courses — some in French, some in English
***The 20 kindergarten pupils in the program attend school at St. Rose elementary.
[1]from enrollment survey conducted by Le Bureau de l'Education francaise during the Fall 1978.

Table II — Schools in the Process of Becoming French Language Schools

Divisions	Schools	Grades taught in school	Number of students receiving some instruction in French as of Fall of 1978
Seine River	Ile des Chênes	K- 9	175
	Lorette Elementary	K- 8	132
	Lorette Secondary	7 -12	112
	Richer	K- 9	110
	St. Adolphe	K- 9	103
Red River	Ste. Agathe	K- 9	187
	St. Jean Bapt. E.	K- 6	151
	St. Jean Bapt. S.	7 -12	219
	St. Malo Elem.	K- 6	121
	St. Malo Jr. High	7 - 9	89
	St. Pierre Elem.	K- 6	213

In addition, a number of other schools offer some instruction in French, but with a great deal of variety in percentages of time provided for it. All those schools also offer a program for which instruction is provided in English for 100% of the time (except if a Core French program is taught).

Table III — Other Schools Offering Some Instruction in French

School Division	Schools	Grades taught in School	Number of students receiving some instruction in French as of Fall of 1978
St. Boniface	Louis Riel	9 -12	212
Agassiz	Powerview	K + 7-12	51
	St. George	1 - 5	57
Seine River	St. Norbert	10-12	21
	Woodridge	2- 8	22
Red River	St. Pierre Second.	7 -12	214
Mountain	Bruxelles	K- 6	50
	Haywood	K- 8	60
	Mariapolis	1 - 6	29
	Notre Dame Elem.	K- 6	165
	Notre Dame Second.	7 -12	138
	St. Claude	K-12	350
	Somerset Elem.	K- 6	123
	Somerset Second.	7 -12	101
Turtle River	Ste. Rose Elem.	1 - 6	46
	Ste. Rose Second.	7 -12	27
Birdtail River	Birtle Collegiate	10-12	38
Turtle Mountain	Dunrea	1 - 8	54

b) *Immersion Schools and Programs*
Five schools can now be described as French immersion schools. In those schools, all courses are taught in French except for English language arts.

Table IV — French Immersion Schools

School Division	School	Grades taught	Enrollment Fall 1978
Winnipeg	Sacré-Coeur	K-6	569
St. Boniface	Guyot	K-6	437
Transcona-Springfield	Centrale	K-9	229
White Horse Plains	St. Eustache	K-6	108

In addition there are French immersion programs offered in a number of other schools; most of the programs are in the developmental stage.

Table V — English and Other Schools with French Immersion Programs in Non-Immersion Schools

School Division	Schools	No. of classes	Grades taught	Enrollment Fall 1978
Winnipeg	Brock-Corydon	3	1 -3	78
	William Osler	3	K-1	56
	River Heights	8	7 -9	205
	Churchill	4	7 -10	90
	Kelvin	1	10	10
	Sisler	1	7	24
	J. B. Mitchell	2	8 -9	51
St. Vital	Lavalée	6	K-3	131
Seine River	St. Adolphe	1	K	23
	Ile des Chênes	1	K	16
	Lorette Elem.	2	K-1	38
	Ste. Anne	2	K-1	29
	St. Norbert	12	K-8	254
Red River	St. Pierre	2	K-2	24
Brandon	River Heights	1	4	27
	Riverview	3	4 -6	66

c) *Core French*

Core French programs are provided by most of the school divisions in Manitoba. However, very few systems begin the teaching of French at the same grade level or provide the same teaching time. Class size varies considerably from school to school.

In addition, hours of instruction vary from 15 minutes twice a week to 40 minutes each day; schools begin the program at various grade levels between kindergarten and grade IX; some school divisions employ specialists in the language while others assign the teaching of French to the regular classroom teachers.

According to Statistics Canada there were 83,463 students enrolled in Core French programs during the school year 1977-78.

Table VI — Enrollments in Core French Programs by School Division

Divisions	Total # of Students	Core French	Divisions	Total # of Students	Core French
Winnipeg #1	37,390	13,574	Pine Creek #30	1,959	589
St. James Assi. #2	17,573	10,924	Beautiful Pl. #31	2,105	447
Assi-South #3	5,784	4,025	Turtle River #32	1,980	763
St. Boniface #4	8,347	4,082	Dauphin-Ochre #33	3,116	500
Fort Garry #5	6,637	4,703	Duck Mountain #34	1,490	251
St. Vital #6	7,490	4,342	Swan Valley #35	2,802	412
Norwood #8	2,192	976	Intermountain #36	2,261	437
River East #9	14,034	4,217	Pelly Trail #37	1,863	663
Seven Oaks #10	7,448	2,288	Birdtail River #38	1,928	515
Lord Selkirk #11	5,365	1,197	Rolling River #39	2,924	792
Trans. Spring. #12	8,570	5,736	Brandon #40	8,113	1,245
Agassiz #13	3,420	1,593	Fort la Bosse #41	2,552	964
Seine River #14	4,215	1,856	Souris Valley #42	1,420	485
Hanover #15	5,088	264	Antler River #43	1,492	554
Boundary #16	1,298	743	Turtle Mountain #44	2,110	754
Red River #17	1,497	117	Kelsey #45	2,934	1,142
Rhineland #18	1,538	—	Flin Flon #46	1,956	698
Morris-McD. #19	1,786	672	Western #47	1,309	151
White Horse #20	1,523	269	Frontier #48	5,556	478
Interlake #21	3,382	1,007			
Evergreen #22	2,430	1,131	Special Rev.	1,896	1,309
Lakeshore #23	2,204	918	Special Schools	249	11
Portage la P. #24	4,260	1,064			
Midland #25	2,068	611	All Districts	7,229	2,328
Garden Valley #26	2,120	—			
Pembina Valley #27	1,047	570			
Mountain #28	1,721	487			
Tiger Hills #29	1,703	609	TOTAL	221,374	83,463

3. Finances

All school boards who have students enrolled in French education schools or in French immersion schools receive regular grants for those students.

The Provincial Government provides additional grants to ensure that school boards are not penalized financially by offering a French education program. A large portion of the monies come from the Federal Government, but is distributed by the Province.

The grant distribution formulae are the following:

a) Development grants for français or immersion programs

i) elementary level $\frac{X}{28} \times \frac{Y}{75} \times 10,000.00$

i.e. $357.00 per student receiving instruction in French for 75% to 100% of the time. (X stands for the number of students, Y stands for the percentage of instruction time given in French).

ii) secondary level $\frac{X}{23} \times \frac{X}{75} \times 10,000.00$

i.e. $435.00 per student receiving instruction in French for 75% to 100% of the time.

The following conditions regulate the distribution of development grants:

i) School Boards must satisfy the Department that they have embarked on a long-range plan to promote French education in their divisions.

ii) A minimum of 4/5 of the grant should go to the school involved in the development program.

iii) Development grants for a given year are not automatically repeated the following years.

b) Maintenance grants for français or immersion programs:

$190.00 per student qualifying for a full-time equivalency (F.T.E.) [2]

Note: (2) An F.T.E. is equal to a student following 75% of his instruction time in the French language.

c) Core French

In addition, a grant of $50.00 F.T.E. is given to each division for students enrolled in the traditional Core French program (a 40 minute period per day devoted to teaching French as a second language). This means that six such students are needed to qualify for one F.T.E.

4. Policy of The Manitoba Teachers' Society

"Society Policy on French Education — General

1) The French language school is the one which best meets the objective of preserving and improving the language and culture of francophone students;

2) The French immersion school (or French immersion program) is designed to meet the objectives of non-francophone students desirous of becoming functionally bilingual;

3) The Core French program aims at providing students with a foundation in the French language upon which they may develop bilingualism later in life.

French Language Schools

1) The Society encourages the establishment of French language schools which will be administered by the public school boards of Manitoba, and which shall:

a) use French as the language of in-

struction, communication and administration;
b) provide a climate favorable to the development of the French language and culture;
c) provide a sound English language arts program in accordance with the provisions of Section 258 of The Public Schools Act to ensure that students become fully bilingual.

French Immersion Schools (or French Immersion Programs

The Society encourages the establishment of parallel French immersion schools or programs in which
a) French shall be used as the language of instruction, internal communication and internal administration;
b) there shall be an effort to provide a climate favorable to the development of the French language;
c) a sound English language arts program shall be provided in accordance with the provisions of Section 258 of The Public Schools Act.

Core French Program

1) The society encourages the continuation of Core French programs in the schools of Manitoba. Such programs should enable students to:
   a) develop the skills of understanding, speaking, reading and writing basic French;
   b) acquire a positive attitude towards the French language and culture in Canada as well as abroad.

Some Guidelines for the Administration of French Education

1. French language schools shall be open to all students who wish to receive instructions in the French language, who can speak French, and whose parents accept the objectives of the French language school;

   Where French immersion schools or programs are not accessible, special upgrading programs in the French language shall be made available to those students who cannot speak French and who wish to enter the French language school;

2. French immersion schools or programs shall be open to non-francophone students who wish to enroll in such schools and whose parents accept the principles and objectives of French immersion schools; access to immersion programs shall be provided to all students at the kindergarten and grade 1 levels; access to immersion programs (beginning) at high school levels shall be provided wherever possible;

3. Placement of students in French language schools and in French immersion schools or programs shall rest with the professional staff of the school;

4. The Core French program:
   a) shall provide the student with a minimum of 40 minutes of instruction per day;
   b) should provide opportunity for small group instructions, in order to enable teacher and students to engage in meaningful communication in the French language;
   c) should be open to all students not electing French language schools or immersion programs;
   d) should, once implemented, be continued in successive years;
   e) should begin at the kindergarten level but no later than grade one."

IV — Conclusion and Recommendations

The Society is pleased with the interest shown by many Manitobans concerning French education, and with the growing inquisitiveness of parents concerning programs available to their children.

Teachers working in French language and French immersion schools, and teachers of Core French programs are concerned however about the great number of parents and other citizens who are not aware of the objectives of various French education programs.

The Society recommends:

1. That the Public Schools' Act be amended to guarantee the establishment of French language and French immersion schools, and to establish a Languages of Instruction Advisory and Appeal Board, such a board to advise the Minister and to deal with appeals from parents or school boards in matters of educational linguistic rights;

2. that the Department of Education ensure that school division boards are informed of the objectives and probable outcomes of the various types of French education programs, and of the provincial funding provisions available for such programs;

3. that the school division boards ensure that the students and parents within the division are informed of the objectives and probable outcomes of the French education programs which are applicable to their division;

4. that the Provincial Government develop a policy on the administration of French language, French immersion and Core French programs;

5. that the Provincial Government and the school divisions ensure that adequate resources are provided for the implementation of the French education programs available to the various divisions;

6. that the Provincial Government and school divisions provide consultative services at the provincial and divisional levels;

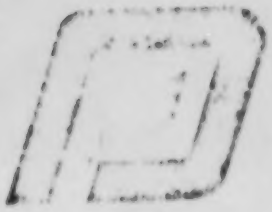
7. that the Faculties of Education and l'Institut pédagogique offer suitable teacher education and graduate education programs for teachers involved in French language, French immersion and Core French programs;

8. that the Faculties of Education, l'Institut pédagogique and school divisions provide opportunities for continuing education and for professional development in terms of pedagogical and linguistic skills;

9. that the Provincial Government and school divisions make available to parents and teachers information concerning the funding of the three programs.

A P P E N D I X III

(OPSMTF Position Paper)



MAR 26

A position paper on the teaching of French as a second language in the public elementary schools of Ontario

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THE AD HOC FRENCH COMMITTEE, JANUARY – DECEMBER, 1976

Mr. R. Boyd, Vice-Principal	Rideau Centennial School Leeds & Grenville
Mr. T. Clowes, Principal	Convent Glen School Carleton County
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* (Jan. – July)

** (Nov. – Dec.)

The Committee wishes at this time to express its thanks to the eighty-one Public School Boards and Boards of Education who replied to its questionnaire. This response out of a total of eighty-six requests suggests a high level of interest in the topic. The Committee trusts that this report in the nature of a "white paper" for discussion purposes will lead to the further development of improved programmes of French instruction for the students in Ontario schools.

BACKGROUND TO THE REPORT

In the last 10 years, curricula for second and third language instruction at the secondary school level have undergone significant, and in many cases, radical revisions. At the public elementary school level, existing French programmes have been expanded, and many pupils in both the primary and junior divisions, as well as in the intermediate division, are now receiving daily French instruction. In the Ottawa-Carleton area, and elsewhere in Ontario, new types of French programmes for English-speaking pupils have attracted considerable attention and have merited and undergone much careful investigation and research. The traditional pattern in Ontario of offering French instruction mainly at the secondary school level has been reversed: to-day well over half a million elementary school pupils are enrolled in French programmes, approximately three times the number of secondary school students who study French.[1] Such a widescale programme expansion is bound to incur many problems of both a logistical and curricular nature. So that some of these problems could be examined in greater depth, the O.P.S.M.T.F.[2] Ad Hoc French Committee was formed in the late fall of 1975. It is to these problems, and to the genuine steps forward that have occurred in the teaching of French as a second language, that this report addresses itself.

TERMS OF REFERENCE

During its deliberations, the committee examined numerous research reports, position papers, and curriculum guidelines. While it is difficult to cite one major report or position paper as being more important than another, the following were particularly helpful to the committee in the completion of its task:

—*Alternative School Programmes for French Language Learning: Evaluation of the Federally-Funded Extension of the Second Language Learning (French) Programmes in the Schools of the Carleton and Ottawa Boards of Education*, G. Halpern *et al*, 1976.

—*Interim Report 4 on the Study of French Second Language Programme*, Carleton Board of Education, August 10, 1976.

—*Report of the Ministerial Committee on the Teaching of French*, Ontario Ministry of Education, 1974. In the pages that follow, this document is referred to as the Gillin Report.

—*Report: Research Colloquium Teaching French as a Second Language*, A. Chlebek, M. Gordon (Report to the North York Board of Education).

—*Three Approaches to Teaching French: Evaluation and Overview of*

[1] Enrolment in French programmes for English-speaking pupils (Ontario Ministry of Education Statistics 1976):
Elementary: 651,000
Secondary: 195,000

[2] For brevity the report will refer to the Ontario Public School Men Teachers' Federation as O.P.S.M.T.F.

Studies Related to the Federally-Funded Extensions of Second Language Learning (French) Programmes in the Carleton and Ottawa School Boards, H. H. Stern *et al*, 1976.

A complete reference list occurs at the end of this report. Two major surveys were prepared by the committee and were conducted on its behalf by O.P.S.M.T.F. Copies of these surveys are available upon request. The committee met four times in the period January, 1976 to December, 1976 (full-day sessions), and the terms of reference outlined below summarize its activities:

- —To collect information about the types of instructional programmes in French now being offered in the elementary schools in Ontario.
- —To collect information about the extent to which these programmes are being or are likely to be expanded.
- —To examine carefully the rationale behind the various types of French programmes now being offered in Ontario elementary schools.
- —To examine carefully current research data: curriculum guidelines, position papers, research reports, attitude surveys about Ontario French programmes in elementary schools.
- —To identify the problems inherent in expanding French instruction at the elementary school level including the effect that such an expansion may have on regular classroom teachers.
- —To develop from the documentation collected recommendations about the inclusion of French instruction as an integral part of the elementary school curriculum in Ontario.

CURRENT RESEARCH

Three major approaches to the teaching of French, accompanied by three proficiency levels attainable through a variety of age/instruction/time patterns, are described in the Gillin Report.

Regular (or core French): "the common present pattern-instruction in French as a second language per se."

Extended French: "a programme in French as a second language, plus a subject or subjects taught in French."

French Immersion: "70% or more of the total instruction time is in French in the first year of the programme, regardless of the grade level at which French is introduced. This time allotment may be altered in the second or third year."[3]

Apart from the Ottawa area, where French programmes have been receiving additional federal funding, most Ontario elementary school pupils who receive French instruction are enrolled in core programmes.

[3] Gillin Report

A considerably smaller number of pupils are enrolled in primary-entry or late immersion programmes.

Current research about immersion programmes has yielded extremely attractive results. However, since the vast majority of Ontario elementary school teachers are unilingual, it is difficult to imagine that these programmes could be offered on a truly equal basis to all pupils in the foreseeable future. On the other hand, good core programmes have been severely criticized in the press and elsewhere for failing to achieve goals more appropriate to extended or immersion programmes. In fact, it would be fair to say that in the present context, a good core programme possesses the potential for meeting a variety of educational objectives, but very few political demands.

An important research colloquium about alternative French programmes in the schools of the Ottawa-Carleton area was held in Ottawa from April 26–29, 1976. Since all three types of French programmes are offered in these schools, researchers have been exploring:

- —the amount of time needed for students to acquire proficiency in French;
- —the level at which the most concentrated efforts should be made;
- —the method of teaching French i.e. as a second language per se or as a means for learning other subjects.

As well, the research has attempted to assess the effectiveness of the various programmes in terms of their stated goals, and both financial and social costs were investigated. The major findings are summarized below:

(a) Re: *Core French*
- —generally speaking, more French learned if time increased significantly (*but* instructional materials and techniques an important factor);
- —a need to review: starting age, amount of time, distribution of time, instructional techniques.

(b) Re: *Extended French*
- —promising but highly experimental;
- —pupils' listening/speaking skills better than those of pupils receiving core French only;
- —progress maintained in academic subjects taught in French.

(c) Re: *French Immersion*
- —pupils' French language skills considerably better than those of pupils enrolled in core or extended programmes;
- —no apparent negative effects on English language skills;

—no apparent negative effects on pupils' social development in primary-entry programmes.

(d) Re: *Attitudes*

—attitude improvement not apparent (due to lack of learning activities designed for this purpose?)

(e) Re: *Class Size*

—no significant additional learning of French as a result of smaller classes (no previous in-service training provided for teachers).

(f) Re: *Costs*

—costs dependent upon class size, teacher planning and preparation time, school support system, rather than programme content.

Research about the optimum age for learning French in order to achieve any of the levels stated in the Report of the Ministerial Committee, by whatever means, remains either inconclusive or conflicting. Indeed, the famous "Burstall Study", *Primary French in the Balance*, fails equally to resolve this problem. Dr. H. H. Stern, Director of the Modern Languages Centre at O.I.S.E. has offered us an interesting commentary in his report, *Optimal Age: Myth or Reality* which was given to the Canadian Association of Second Language Teachers in May, 1975:

> "In the sixties, the mistake was made of expecting miracles merely by starting young. The miracles have not come about. Starting late as such is not the answer either."[4]
>
> "However, there is a possible hypothesis which has not been considered, namely that there is no optimum age. Language or code learning, one can argue, can and does occur at any time in life. All language learning has much in common, but in certain aspects the modes of learning may differ in early and late and first and second language learning. Whether the learning is more or less effective depends on the conditions under which such learning occurs. Neither early nor late second language learning are of themselves likely to be effective. This (third theory) then, places much more onus on the environment to create conditions under which learning can occur. It does not assume that older learners automatically have an advantage by virtue of being older nor does it assume that younger learners automatically have an advantage by virtue of being younger. Each age of language learning has its own particular advantages and disadvantages. Therefore, other than asking whether language learning at such and such an age is effective, the question should be: How can one create an environment in which effective learning can occur?"[5]

[4] *Optimal Age: Myth or Reality?* H. H. Stern, Canadian Modern Language Review, Vol. 32, no. 3, February 1976, p. 292

[5] *ibid* p. 291

In the same address Dr. Stern supports the concept of different proficiency levels in French. He also argues that any notion of a basic literacy for English Canadians ought to involve the ability to "live with understanding in a bilingual country in which French and English are official languages":

> "The Gillin Report has tried to remedy this failure to clarify objectives. It sets out from the assumption that educators, parents, and students do not necessarily demand that the same level of bilingualism be reached by all. Consequently, it proposes three levels as possible goals. On the basis of these proposals, it can be argued that every educated English-speaking Canadian should reach a basic competence in French and acquire a minimum knowledge about French-speaking people and their culture, so as to be able to live with understanding in a bilingual country in which French and English are official languages, and so that the student can take up French again in later life if he wants or needs it. This would be part of the basic literacy I mentioned earlier."[6]

PROBLEMS INHERENT IN EXPANDING FRENCH PROGRAMMES

In considering expansion of French programmes the Ministry of Education and a school system must determine:

- –the extent to which it is their responsibility to pursue the national goal of bilingualism and
- –the total effect on a school system of a widespread expansion of French programmes.

A problem underlying all types of French programmes is in the use of the word "bilingual". For example, the aim of immersion programmes is to, "enable the students to become 'fluently bilingual' ".[7] The aim of the extended programme is to enable the students to become "functionally bilingual".[8] The aim of the core programme is to enable the students to acquire a limited knowledge of the French language and culture – a lesser form of bilingualism. One man's fluent bilingualism is another man's functional bilingualism. Attempting to define bilingualism on the basis of the amount and quality of French required for a particular job as has been suggested to the Federal Government is of little use to public school systems.

It would be more useful to define bilingual capability by process rather than by a definition of objectives. In other words, a student would be 'bilingual' as a result of successfully completing a pre-determined programme.

In summary, French programmes have long range goals that are not

[6] *ibid* p. 289
[7] *Interim Report 4 on the Study of French Second Language Programme*, Carleton Board of Education, August 10, 1976. p. 2
[8] *ibid*

commonly understood. The statement of short range goals within the process would permit a school system to evaluate programmes periodically and to recognize the two major aspects of language – active and passive.

(a) *Core Programme*

Ministry grants require that a minimum of 100 minutes per week be allocated to the programme. Halpern found that in the relatively small geographic area of Ottawa-Carleton, core programmes in elementary schools provided for 20, 30, 35 or 40 minutes daily.

1. *Problems – Ministry*

Ministry guidelines provide little guidance for French as second language programmes at either the primary, junior or intermediate levels. The main source of teachers qualified to teach core programmes is the summer course leading to the certificate "Teaching French to English-speaking Pupils". Although a teacher of core French need not have any specialized training for such teaching, French options are offered by some teacher training institutes.

Eight titles for French at the Grade 7 & 8 levels are listed in Circular 14. No titles are listed for the primary and junior divisions because, "Listening and speaking will have priority throughout the Primary and Junior Divisions".[9]

2. *Problems – Board*

A school system, presently offering French at the Grade 7 & 8 level, which decides to begin core at an earlier level will have to examine carefully how the programme selected for the earlier level will lead into the programme used at the later level. Too much repetition will lead to boredom and lack of interest.

Core programmes entail additional costs in terms of teachers and materials.

3. *Problems – Teachers*

The work load of teachers of core must be carefully considered. The physical demands on a teacher of an oral programme are such that a teacher cannot teach continually from nine to four.

A rule of thumb used by some boards is 200 minutes of teaching time daily.

(b) *Extended Programmes*

Halpern's research would appear to indicate that mathematics is not

[9] *Education in the Primary and Junior Divisions*, Ontario Ministry of Education, 1975, p. 61

a useful subject for acquiring French. Social studies or environmental studies appear to produce better results.

1. *Problems – Ministry*
   Other than the very general statements in "Education in the Primary and Junior Division" the Ministry offers no curriculum or programme outlines.
   No teacher training programmes other than those mentioned under "Core" exist.

2. *Problems – Board*
   In considering the introduction of an extended programme, boards are faced with two main problems – staffing and programming. If a student expends one-quarter of his day in French, then one-quarter of classroom teachers must be able to teach in French. It is probable that a board would have to hire, directly or indirectly, teachers able to teach in French. A potential problem is that a board could be in competition with French schools for teachers.
   A more serious problem could arise, depending on a board's rate of attrition. It is conceivable that a board would be in the position of declaring some teachers redundant while in the process of hiring others. Indeed, in 1976 in Ontario almost this exact situation existed. However, rather than declaring teachers redundant the teachers remained employees of the board and acted as substitute teachers.
   One of the functions of a board is to implement policy of the Ministry of Education. The policy of the Ministry as reflected in P1 J1 and HSI is integration of subject areas. Selection of a subject to be taught in French serves to isolate that subject and is, therefore, contrary to Ministry policy.
   Introduction of the extended programme could be done without additional cost for teachers' salaries. One teacher in four would teach in French and pupils would rotate to that teacher. However, this could serve to impose a rotary timetable upon an entire school.
   Additional costs to a school board would be required for the development of programme, instructional materials and *in-service training* for French teachers. A board which did not have resource staff for French teachers would be obligated to provide the resource to achieve an effective programme.

3. *Problems – Teachers*
   Teachers employed by a board which opts for an extended French programme will make demands on both board and federation affiliates for protection.

French teachers in the extended programme may find that they are asked to develop and teach a programme simultaneously.

In terms of intra-staff relations the teacher of an extended French programme may have difficulty with other staff members, particularly if they view the French teacher as having displaced another staff member. Further, native French speakers may speak French to each other with the result that the school staff becomes divided on the basis of language. The possibility of staff animosity being counter-productive to the teaching of positive attitudes to children cannot be overlooked. Extended programme teachers not at ease in English may demand services in French from their federation affiliate. Failing that, they may request affiliation with A.E.F.O.

(c) *Immersion Programmes*

Immersion programmes have been popular in areas of Ontario where the community places a high value on learning French. Immersion programmes are sometimes classed as early (starting in the Primary division), middle (starting in the Junior division) and late (starting in the Intermediate division).

1. *Problems – Ministry*

Ministry guidelines, support documents, and teacher-training opportunities for these programmes are almost non-existent at present.

Teachers in immersion programmes do not have access to the variety of materials available to English teachers. Circular 14 lists 21 titles for Français in the Primary division compared with 144 titles for English in Public Elementary schools. Teachers in early immersion programmes therefore, may be "forced" to use a particular reading method at a time when English teachers are encouraged to use methods related to a child's mode of learning.

2. *Problems – Board*

Introduction of an immersion programme, particularly early immersion, in a board jurisdiction may create problems with parents, staff and trustees; prejudice and emotion seem to surface easily in discussions.

Parents want or don't want immersion. Those parents who do not want such a programme are further angered when that programme necessitates bussing their children to other than their local school. At least one school trustee admitted that he had let the division of trustees over an "immersion" question determine his vote on a matter not related to the French programme. Such situations can only harm a school system.

Given the emotion which accompanies discussion of bilingualism, it may be assumed that French programmes are politically fragile. Parents, and thus trustees, alternate between being "for" or "against". The resultant uncertainty makes planning by board *staff* difficult at best. An attending danger is that boards quickly become committed to a programme rather than to a goal.

Cost factors associated with early immersion lie in providing staff for teaching English to immersion pupils and in providing materials in French for the Resource Centre.

Introduction of French programmes on a broad base would require a board to provide supervisory services in French to evaluate programme and teachers as well as to speak with students.

If a board decided to make French language training available to staff, a highly unpredictable cost factor would have to be considered.

Because of the potential to change the character of a school system, introduction of immersion programmes must be carefully planned. School boards are not noted for long range planning.

3. *Problems — Teachers*
Problems related to teachers and federation are similar to those discussed earlier.

4. *Problems — Pupils*
Early immersion is not appropriate for all children. Pupils who do not progress satisfactorily in immersion classes could be transferred to the regular programme. These classes, then, could have a higher than normal number of children with learning problems.

SURVEY SENT TO DIRECTORS OF EDUCATION

Of the 86 school boards surveyed, 81 replied. Unfortunately a number of boards reported information which was incomplete or contradictory. On the other hand, the committee believes that the high percentage of returns gives a valid evaluation of the programmes offered throughout the province.

(a) *Information Received Re: Core Programmes*

At the elementary school level 74 boards offered this programme. While the majority of boards first offer French in grades 5, 6 or 7, a significant number (15) begin the programme in kindergarten or grade 1. The 65 boards whose returns were complete in this area involved 354,835 students in core programmes. In spite of declining enrolment, this reflects an increase of 4.7% over the previous year.

It could be concluded, then, that the great majority of elementary schools in Ontario offers at least two years of a core programme in French and that these programmes are being expanded.

(b) *Information Received Re: Extended Programmes*

Of the 81 boards reporting, five indicated that they offered these programmes in some schools. The four boards whose questionnaires were complete in this area involved 1,818 students, a 4.2% increase over last year. These programmes were offered by one board from the grade 2 level to grade 8, by three boards from grades 3 to 8 and by one board at the grade 8 level only.

The increase in students involved is explained by a significant increase in two boards which are experiencing seriously declining enrolments, and it would appear that more parents are opting for these programmes where they are available.

(c) *Information Received Re: Immersion Programmes*

Of the 81 boards reporting, this programme was offered by 24. The 21 boards with complete returns involved 9,767 students, an increase of 21.3% over last year. This increase seemed to be fairly evenly spread over the 20 boards on a percentage basis. It may be concluded that these programmes have a growing appeal in the areas where they are offered.

(d) *Information Received Re: the Gillin Report*

Directors of Education were asked to classify each of the long range aims described in the Gillin Report for core/extended/immersion as appropriate or inappropriate for the core/extended/immersion programmes being offered by their school board.

In the extended and immersion programmes there seems to be substantial agreement with the long range aims and objectives of the Gillin Report on the part of school boards involved. In the case of the core programmes such a high degree of unanimity is not found. We would suspect that such diverse factors as the large number of boards involved, varying local conditions, conflicting aims and philosophies as well as the qualifications of personnel could greatly affect the individual board decisions.

SURVEY SENT TO ELEMENTARY SCHOOL FRENCH TEACHERS

Approximately 200 teachers of French as a second language were surveyed. They represented school boards of Metro Toronto, Ottawa, Carleton, and several rural areas across the province. The committee believes that the selection of the areas surveyed provides an effective sample of the province.

One hundred and seventy-five replies were received of which 150 represented full-time French teachers; 25 taught French as part of their teaching assignment.

The first question, concerned with the support of the programme,

was ignored by the great majority of teachers, of those who did respond, 40 felt it was supported, 16 felt it was not.

When teachers were asked for suggestions about improvements in their teaching conditions, many stressed a need for a separate French Room, French reference materials, diagnostic tests, preparation periods, smaller class size[10] and realistic curriculum guidelines.

The committee's conclusion, then, after studying the responses to this questionnaire, is that many of our core French teachers are being frustrated in their attempts to teach a second language. Teaching on auditorium stages, shunted from classroom to classroom, they lack the physical requirements to establish a meaningful learning environment for their subject. The lack of resource materials and audio-visual software often dooms the programme to a text-book-only approach.

With the strain of large classes, few if any preparation periods, and an inadequate curriculum, it is a wonder that we are able to hold the quality of teacher this subject demands.

If the teaching of French is to be considered as anything but a method of providing preparation periods for classroom teachers, then a more realistic approach will have to be adopted.

RECOMMENDATIONS

(a) *Re: Curriculum*

1. There is no best way of learning French, nor one best type of French programme for all pupils. Since educators, parents and pupils do not demand that the same level of bilingualism be attained by all, the committee recommends that O.P.S.M.T.F. endorse the basic philosophy of the Gillin Report. School boards should offer alternative opportunities for pupils to acquire either a high proficiency in French or to learn French to only a limited degree.

2. Since the majority of the thousands of Ontario students who are studying French as a second language are enrolled in elementary schools, the committee recommends that O.P.S.M.T.F. support the concept that instruction in French as a second language be an integral part of the curriculum for Ontario elementary schools.

3. The committee recommends that as early as possible in 1977, O.P.S.M.T.F. initiate and sponsor the development of at least one curriculum project directly related to instruction in French as a second language. The committee suggests that serious consideration be given to one or more of the following projects:

[10] Full-time core French teachers indicated that they taught from 200 to more than 300 pupils in a day.

—the individualization of the French programme through small group activities which emphasize the functional use of French.
—the formulation of intermediate objectives for various types of French programmes for which long range objectives are outlined in the Gillin Report.
—the development of special curriculum materials designed to promote favourable attitudes toward learning French and toward French culture in Canada and elsewhere.

4. The committee recommends that O.P.S.M.T.F. through the Ontario Teachers' Federation (O.T.F.) develop a model for the expansion of French programmes.

(b) *Re: Incentive Grants*

1. The committee recommends that assurance be sought from the Ontario Ministry of Education that all incentive grants received by school boards for French as a second language programmes are being used solely for the support and development of such programmes.
2. The committee recommends that the Minister of Education be approached to consider replacing the present grant structure for French instruction by one more suited to maintaining presently existing programmes.

(c) *Re: Declining Enrolment*

1. In view of the fact that many school boards are presently entering a period of declining enrolment, and in many cases may experience a teacher surplus, the committee recommends that O.P.S.M.T.F. caution school boards which are planning to expand their French programmes to investigate carefully the extent to which such an expansion may result in a further displacement of existing staff.
2. The committee recommends that school boards which are in the process of expanding their French programmes, and which have entered or will be entering a period of declining enrolment, be encouraged to offer retraining opportunities for those who may be interested in becoming French teachers.
3. The committee recommends that O.P.S.M.T.F. through O.T.F. enter into dialogue with the Minister of Education in order to seek solutions to the problem of additional staff displacement which may occur if school boards entering a period of declining enrolment are encouraged by the Ministry to expand their French programmes.
4. The committee recommends that the O.P.S.M.T.F. executive adopt

as policy that the main emphasis of second language training for school board staff be placed at the regular classroom teacher level.

(d) *Re: Ontario Ministry of Education*

1. The committee recommends that O.P.S.M.T.F. through O.T.F. encourage the Ontario Ministry of Education to assume a more visible leadership role in:
   - –developing curriculum guidelines and support materials for core French programmes, particularly at the primary and junior division levels.
   - –developing curriculum guidelines and support materials for early and late extended and immersion French programmes.
   - –providing a wider range of retraining opportunities for certified elementary school teachers to become qualified as core, extended, and immersion teachers.

2. The committee recommends that O.P.S.M.T.F. through O.T.F. request the Minister of Education to:
   - (i) define in terms of time the three types of French programmes
   - (ii) take concrete steps to increase the number of titles in French in Circular 14
   - (iii) define bilingual capacity
   - (iv) provide financial assistance to enable school boards to provide second language training for staff.

(e) *Re: Workload*

The committee recommends that O.P.S.M.T.F. attempt to discourage school boards from assigning schedules to core French teachers which involve more than 300 pupils per day, or more than 200 minutes of teaching time per day. This recommendation does not imply in any way that the Ad Hoc French Committee considers that assignments of 300 pupils per day or 200 minutes of teaching time per day are optimum working conditions for core French teachers.

(f) *Re: Teacher Certification*

The committee recommends that O.P.S.M.T.F. through O.T.F. recommend to the Minister that all elementary school French teachers be required to hold an Elementary School Teacher's Certificate or equivalent.

(g) *Re: Services in French by O.P.S.M.T.F.*

The committee recommends that the O.P.S.M.T.F. executive take steps to provide any needed services in French (in conjunction with F.W.T.A.O. and/or A.E.F.O.).

APPENDIX

Reference List

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A P P E N D I X IV

(FWTAO Position Paper)

FWTAO Position Paper On Teaching French As A Second Language 1978

Federation of Women Teachers' Associations of Ontario
1260 BAY STREET, TORONTO, ONTARIO M5R 2B8

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I. BACKGROUND

FWTAO has consistently supported the premise that, since Canada has two official languages, proficiency in both languages is a highly desirable goal for Ontario children. The Federation agrees with the contention that it is in this way that an understanding and appreciation of Canada's two cultures could become a reality for Canadians. FWTAO realizes, however, that it is an idealistic goal and that it is more probable that many different proficiency levels in French will exist among Ontario citizens.

It has been argued that English Canadians need to possess at least the ability to "live with understanding in a bilingual country". At the same time, any attempt to educate children in the two cultures should not result in their losing any depth of understanding of their own language, literature and modes of thought, for, while cultivating bilingualism, it is also necessary to guard against creating illiteracy in two languages.

It is only in this decade that efforts by the government and schools to educate the English-speaking children of Ontario to even a minimal proficiency in the French language have become a major issue. In September 1974, the Report of the Ministerial Committee on the Teaching of French (The Gillin Report) was presented to the Minister of Education. In March 1975, FWTAO responded to the report by supporting many of the recommendations although concerns were also clearly expressed in the areas of funding, teacher training, and standards of instruction. Basically, these concerns were that:

1. the plans to implement the French language programme be of a long-term nature;

2. the major cost of the programme be provided either from federal funds or from funds other than those now available for elementary programmes;

3. the French language programme be introduced and maintained without infringing on the basic programmes considered essential to the elementary school;

4. the French language programme be taught by competent, trained teachers without lowering current teacher education standards.

Financing the French Programme

While FWTAO supported the Gillin recommendations philosophically and "in light of the political climate" saw wisdom in the proposals, the availability of federal funds for a long-range programme was an essential provision.

Actually, federal funds had been offered as early as 1975 but, in addition to some minor concerns, the provincial authorities and the local school boards were wary on several major points:

1. Could these federal funds lead to federal intervention in education which is a provincial matter?

2. Could they further erode local school board autonomy?

3. Would the funds be guaranteed over a sufficiently long period of time or would there be two or three years of "grants" to start programmes, followed by a withdrawal of the money? This would force a choice among three unfortunate alternatives:

   (i) abandoning programmes, or
   (ii) raising the entire cost of French programmes from taxation, or
   (iii) transferring financial support from current programmes.

More and more boards, however, began to implement some form of French programme at the elementary level under provincial grants which the boards termed "minimal". Some boards, notably those along the Quebec border where the communities were fiercely aware of the second language question and consequently were demanding French, began pressing for use of federal funds. In 1973 four boards in the Ottawa-Carleton area began experimental courses in French as a second language under federal grants. Seventeen "research projects" were undertaken. They received federal grants and rapidly expanded both the immersion French programmes in the primary years and the number of minutes of French per day to students not in immersion French.

In 1974, the province offered a bonus of 6.25 per cent above ordinary grants for every child taking at least twenty minutes a day of French as a second language. In the fall of 1976, this was reduced to 4.5 per cent. Most of the money for these grants was derived from federal funds (see Appendix A).

Teacher Preparation

Special federal funds were available, under a federal-provincial agreement, for a Teachers' Summer Bursary Programme to assist boards and teachers who would be employed in teaching French as a second language (see Appendices C and D).

The Ministry for Universities and Colleges, under whose jurisdiction the Summer Bursary programme lies, reports that in the summer of 1976 a total of 1,416 Ontario teachers holding valid Ontario certificates took advantage of these funds. Of these, 514 took the course "French as a Second Language" and 902 took the course "Teachers in French Language Instruction". There are no separate figures for elementary and secondary; these figures cover both panels, as well as separate, public, and French language schools. Statistics for 1977 are unavailable at this time. It must be pointed out that the figures we have are not indicative of the total number of teachers who hold these certificates and have taken these courses in the past.

II. RECENT DEVELOPMENTS: ONTARIO GOVERNMENT POLICY 1977

In the fall of 1976 the victory of the Parti Québéçois forced the second language question into a near crisis. In Ontario, the Speech from the Throne, March 29, 1977 stated:

> "The Government will also take steps to increase the number of student and teacher exchanges that now take place between Ontario and the other provinces of this country. We feel that this type of person-to-person contact and communication has tremendous value in furthering understanding."

and

> "The Ministry of Education will launch significant initiatives related to language instruction. The first will improve opportunities for young people to learn French as a second language. To achieve this, school boards will be offered increased financial incentives to encourage them to improve and extend French language instruction programs in elementary schools across Ontario."

It was evident that parts of the Gillin Report were moving towards fuller implementation.

Education Week in 1977 opened with the Minister's official announcement of new incentive grants to accelerate the teaching of French, especially at the elementary level. While it was anticipated that much of the funding would indeed be drawn from federal funds, the Minister of Education had repeatedly stated, as had Mr. Davis, that Ontario would "go" with the programme for a minimum of three years even if federal funds were not forthcoming.

The plan called for grants to be relative to the amount of time a student spent (accumulates) in learning French as a second language. Immersion French drew more money than did an extended programme, which, in turn, drew more funds than did a core programme. Since the accumulation of hours influenced the grant, the Ministry hoped that schools would provide more minutes per day in French to English-speaking students as rapidly as boards could institute such programmes. Much of this increase in French instruction time would be tied to the question of obtaining competent teachers; part would be based on finding funds for the first year since grants were paid on the previous year's programme and not on the proposed programme for the coming terms. Thus, boards which had already instituted extensive French programmes were in a better position to increase their programmes than were boards which had no or minimal French programmes.

Part of the funds for these programmes would have to be raised by local taxation, so communities had to make decisions about extending French programmes.

III. DEFINITIONS AND LEVELS OF ACHIEVEMENT

The Ministry of Education in April of 1977 published the guidelines for determining the extent of French programmes and student achievement in its document **Teaching and Learning French as a Second Language: A New Programme for Ontario Students** (1977). These are quoted below.

"Three types of programs

For purposes of clarity and convenience, the new program defines three types of instructional programs based upon the accumulation of instructional time in French as a second language:

1. **Core programs** designate a basic pattern of instruction in French as a second language whereby pupils take a period of instruction in French each day usually 20-40 minutes per day.

2. **Extended Programs** are those which include a Core program in French as a second language **as well as** one or two other subjects in which French is the language of communication.

3. **Immersion Programs** are those in which most of a pupil's instruction is given using French as the language of communication. Time allotments may vary; a frequent pattern is to expose pupils to heavy immersion in the first year or two of the program, then perhaps to reduce the immersion time in subsequent years.

It is an underlying and fundamental principle of the new plan that all three types of programs – Core, Extended and Immersion, and combinations thereof – are valid approaches to the teaching of French as a second language, according to the objectives which are established by school boards."

"Three Levels of Achievement

(1) THE BASIC LEVEL, achievable through at least 1,200 hours of French instruction during the student's school career, is considered to mean that the student:

(a) has a fundamental knowledge of the language – its grammar, pronunciation and idioms, an active vocabulary of 3,000-5,000 words, and about 100 basic sentence patterns;

(b) can participate in simple conversation;

(c) can read, with the aid of a dictionary, standard texts on subjects of interest;

(d) is capable of resuming the study of French in later life if the desire or need arises;

(e) has developed a basic knowledge and appreciation of the culture and aspirations of French-speaking Canadians.

Achievement of this BASIC LEVEL of competency is a reasonable expectation for students who follow an expanded Core Program of French as envisioned under the new plan.

(2) THE MIDDLE LEVEL, achievable through at least 2,100 hours of French instruction during the student's school career, is considered to mean that the student:

(a) can read newspapers and books of personal interest with occasional help from a dictionary;

(b) can understand radio and television news, and other programs that are of personal interest;

(c) can participate adequately in conversation;

(d) has absorbed information about the culture, society, customs, economy, government and institutions of a French-speaking community;

(e) could function quite well in a French community after a few month's residence.

This MIDDLE LEVEL of competency should be attainable if the Core Program is extended by taking another subject or subjects in French – i.e., with French as the language of communication; mathematics, science and social studies have been successfully taught in this way in various grades. Using French as the medium of instruction in a subject, in addition to teaching the language, provides opportunity and motivation to use French as a means of communication – which is essential to achieve more than an intellectual grasp of the language. It is also anticipated that students striving for the MIDDLE LEVEL of competency will have opportunities to interact with their French-speaking peers in exchanges, summer camps, or travel.

(3) THE TOP LEVEL, achievable through at least 5,000 hours of French instruction during the student's school career, is considered to mean that the student:

(a) can take further education with French as the language of instruction at the college or university level – that is, understand lectures, write papers, and take part in class discussions;

(b) can accept employment using French as the working language, or live in a French community after a short orientation period;

(c) can participate easily in conversation;

(d) understands and appreciates the emotional attitudes and the values held common by members of a French-speaking community.

This TOP LEVEL of competency should be attainable through Immersion Programs, which imply a far greater experience with French than is provided in either Core or Extended Programs. Most Immersion Programs now in operation specify two or three years in which nearly 100% of the instructional time is given in French, followed by several years of language maintenance when the time devoted to French is maintained at about 50% of the school day. Such programs imply that French is not only the medium in which subjects are taught, but that it is also the means of communication between pupil and teacher and pupil and pupil in the classroom and, as much as possible, beyond the classroom. It is also anticipated that students striving for the TOP LEVEL of competency will have opportunities to interact with their French-speaking peers in exchanges, summer camps, or travel."

IV. EDUCATIONAL CONCERNS

Year by year expectations of what should be taught in schools have grown: health, safety, nutrition, driver education, family life education, moral values, family studies, consumer education, and the conservation of energy and natural resources. Each additional demand makes teaching "the basics" or the "core" much more complex and difficult.

These basics, or core, include fundamentals of reading, writing and arithmetic, the essentials of Canadian culture taught as "social studies", "science", or "environmental studies", an appreciation of cultural arts, and an opportunity to learn the language and the culture of the other official linguistic group.

If the schools are to allow at least forty minutes a day for the teaching of French, and the accumulation of at least 1200 hours French (minimum for Basic Level competency) through the public school years, it would be wise to safeguard equally important time for teaching English to children who expect to use that language as their own. Perhaps some programmes which rightfully belong to institutions other than the schools should be removed from the school curriculum in order to facilitate the implementation of second language programmes without sacrificing proficiency in a first language.

Concern has been expressed that French immersion classes serve primarily an already privileged group: middle-class anglophone children, especially from families which could be described as an intellectual élite. Experience in Ontario indicates that this is not the case. Programmes are open to all children under the jurisdiction of boards of education offering immersion classes and admission is on a voluntary basis. Two problems appear to militate against equality of opportunity:

(i) lack of parental awareness of the programmes available; and

(ii) lack of board-financed transportation to the French immersion centres.

Concern has also been expressed about the loss of the cultural roots of anglophone children in French immersion classes. The study of the interrelationship between language, culture, and personality has had a sporadic history. Not until Edward Sapir's work in the twenties was it clearly expressed that "language does not as a matter of fact stand apart from or run parallel to experience but completely interpenetrates it". Hoijer (1962) succinctly stated Sapir's thesis as follows: "Peoples speaking different languages may be said to live in different 'worlds of reality' in the sense that the languages they speak affect to a considerable degree both their sensory perceptions and their habitual modes of thought". Children in immersion

programmes are immersed in their English culture outside the classroom. They live in an English environment which nurtures their English culture and, with the support of their parents, develops the cadence and flow of the English language. Immigrant children, whose first language is not English, are exposed to the English culture when they play, visit shopping centres, watch television, and engage in other activities.

V. IMPLICATIONS FOR FWTAO MEMBERS

Redundancy

There is little doubt that the French programmes will continue to expand if the boards are assured they will receive long-term financial and political support.

Dropping enrolments and increased class sizes are, however, already causing redundancy problems for Ontario's anglophone teachers and the French programme seems likely to compound this situation. Already, one in thirty FWTAO members teaches French as a second language, and each immersion French class implies one fewer unilingual, English-speaking teacher. If the programme expands, this ratio will become even lower, posing a real threat to the continued employment of unilingual, English-speaking teachers.

Two OTF policies have a bearing on redundancy as a direct result of lack of qualifications to teach French programmes:

> "Where qualified principals and/or teachers with qualifications in special subject areas are required, priority shall be given to those already on the staff who are qualified or who can become qualified." (Section 6(11)(d)(2))
>
> and
>
> "That Boards of Education offering bilingual (English and French) programs should make available courses in second language training, to teachers in their employ who wish to avail themselves of the opportunity to achieve competency in the use of the French or English language, at the Boards' expense and during regular working hours." (Section 8(15))

According to the document **Teaching and Learning French as a Second Language** published in April 1977 by the Ontario Ministry of Education, dropping enrolments will not cause any significant displacement of unilingual English-speaking teachers. Several reasons are listed for this: French programmes will be implemented only gradually over several years; normal attrition combined with careful advance planning will minimize disruption; French immersion courses will allow many English-speaking teachers to retrain; and many teachers certificated to teach in French but, at present, teaching in English, will emerge to allow unilingual teachers to retain their employment.

Part-time Contracts

FWTAO is also particularly concerned to ensure that the extension of French as a language of communication does not lead to part-time contracts for teachers. The core programme is defined as twenty to forty minutes of French per day per class, so that the regular classroom teacher spends about 87 per cent of her day on other subjects with the students. The extended programme requires that one other subject be taught in French and, in this case, the regular classroom teacher spends 75-80 per cent of her teaching time with her students. It is important that unscheduled time be regarded as preparation and planning time for all teachers and that they not be offered part-time contracts as a result of their decreased teaching assignment (see Appendices C, D and E).

VI. SUMMARY

The Federation of Women Teachers' Associations of Ontario does not oppose the extension of the teaching of French in the elementary schools. We trust, however, that decisions which will affect a generation of school children will not be made in a particular political situation without sufficient regard for educational needs. We urge the Ministry and school boards to resist making hasty decisions on particular types of programmes until all the implications have been considered. In particular, we recommend that the importance of the English language and culture not be overlooked. Parents, school boards, and teachers must consider carefully alterations in school programmes to accommodate increased French. The special needs of children who may not be able to benefit from a French programme must not be sacrificed in order to provide smaller classes for the teaching of French.

Above all, any French programme, whether "core", "extended" or "immersion" must be established on an educationally sound basis and not just for short-term political reasons. We must not be put into the position, as happens too often in the schools, of rushing into a major project only to find that we have to abandon the project after it has been proven unproductive. Too many children may be damaged while we experiment.

VII. RECOMMENDATIONS

General

1. That school boards, with the assistance and financial support of the Ministry of Education, monitor every new French programme to test both the effectiveness of the French programme itself and the effects on other objectives of the school system. In the primary and junior divisions, it is essential that the philosophy of P1J1 be embraced in the kinds of programmes being practised.

2. That class size for French programmes be generally the same as for the regular programme in the school jurisdiction.

3. That teachers of French as a second language receive preparation time equal to that of regular classroom teachers.

4. That no regular classroom teachers receive less than a full-time contract as a result of the French programme.

5. That no anglophone teacher be released by a school board because of inability to teach in French.

6. That the Ministry of Education establish the year-round "French Immersion Centre" (**Teaching and Learning French as a Second Language**, page 22) without further delay for the purpose of upgrading fluency in French for interested practising teachers.

7. That functional fluency in English as well as French be required of all teachers given the certificate to teach French as a second language.

8. That FWTAO regards as an infringement of human rights any demand that teachers of French be native speakers of French or have a francophone parent. The first criteria, as for any teacher hiring, should be competency and qualifications related to programme needs.

9. That FWTAO believes that federal funds should provide the major portion of the cost of French programmes in the schools.

10. That funds provided by grants from the federal government for French programmes should be used for the specific purposes for which they were intended.

11. That the cost of French programmes should not militate against current elementary school programmes in money, time, or personnel.

12. That special consideration be given to children with special needs.

13. That the Ministry of Education accelerate the development of curriculum and support materials for French programmes.

14. That local school boards establish a French as a Second Language Curriculum Committee to develop curriculum outlines from the Ministry guidelines with recommendations for implementation and evaluation.

15. That fluency of expression in English be required of all teachers teaching English where French is the first language of instruction.

Core

16. That school boards consider expanding French core programmes as viable alternatives to French immersion programmes.

17. That government financial support be directed towards research and development of French core programmes.

18. That in a French core programme the time occupied by a French teacher be designated as preparation time for the regular classroom teacher.

Extended

19. That school boards be encouraged to consider carefully, in consultation with teachers, which subject or subjects will be taught in the extended French programme.

Immersion

20. That French immersion programmes should be voluntary.

21. That French programmes, other than immersion, occupy no more than fifty per cent of the total daily programme time.

22. That French immersion may be introduced at any level.

23. That native-like fluency in French be required of teachers of French immersion programmes.

APPENDIX A

MINISTRY FUNDING FOR THE TEACHING OF FRENCH AS A SECOND LANGUAGE PRIOR TO SEPTEMBER 1977

Source of Data: Ministry of Education Grant Regulations.

Year	Eligible Sum for French Language Instruction*
1970	$22.00 per pupil
1971	21.80 per pupil
1972	27.75 per pupil
1973	31.50 per pupil
1974	44.00 per pupil
1975	50.00 per pupil
1976	54.00 per pupil
1977 (up to September)	54.00 per pupil

*The amount in this column is multiplied by the school board's rate of grant to determine the amount per pupil which a particular board would receive. For example, if a school board's rate of grant were 70% that board for 1970 would have received $22.00 × 70% = $15.40 per pupil.

MINISTRY FUNDING FOR THE TEACHING OF FRENCH AS A SECOND LANGUAGE AS OF SEPTEMBER 1977

Source of Data: Teaching and Learning French as a Second language. A New Program for Ontario Students. Ministry of Education booklet, April 18, 1977.

Kindergarten Through Grade 6

(PREVIOUS FUNDING: $54 per pupil for a program in French that averaged a minimum of 20 minutes of instruction per day – i.e., 60 hours per year).

(1) For pupils who have accumulated fewer than 120 hours of instruction in French by the beginning of the school year.

— $70 per pupil per year if pupils continue to receive at least 20 minutes per day.

(2) For pupils who have accumulated between 120 and 359 hours of instruction in French by the beginning of the school year.

— $110 per pupil per year if pupils continue to receive at least 40 minutes per day.

— $70 per pupil per year if pupils continue to receive between 20 and 40 minutes per day.

— $0 if pupils do not take at least 20 minutes of French per day.

(3) For pupils who have accumulated at least 360 hours of instruction in French by the beginning of the school year.

— $150 per pupil per year if pupils continue to receive at least 40 minutes per day.

— $70 per pupil per year if pupils continue to receive between 20 and 40 minutes per day.

— $0 if pupils do not take at least 20 minutes of French per day.

Grades 7 and 8 (plus Grades 9 and 10 in Separate Schools)

(PREVIOUS FUNDING: $54 per pupil for a program in French that averaged a minimum of 20 minutes of instruction per day - i.e., 60 hours per year).

(1) For pupils who have accumulated fewer than 240 hours of instruction in French by the beginning of the school year.

— $50 per pupil per year if pupils continue to receive at least 20 minutes per day.

(2) For pupils who have accumulated between 240 and 359 hours of instruction in French by the beginning of the school year.

— $110 per pupil per year if pupils continue to receive at least 40 minutes per day.

— $50 per pupil per year if pupils continue to receive between 20 and 40 minutes per day.

— $0 if pupils do not take at least 20 minutes of French per day.

(3) For pupils who have accumulated at least 360 hours of instruction in French by the beginning of the school year.

— $150 per pupil per year if pupils continue to receive at least 40 minutes per day.

— $50 per pupil per year if pupils continue to receive between 20 and 40 minutes per day.

— $0 if pupils do not take at least 20 minutes of French per day.

IMMERSION PROGRAMS IN ELEMENTARY SCHOOLS

Nothwithstanding all of the above, where an elementary school pupil takes a program of French as a second language for not less than 135 minutes per day (i.e., at least 405 hours per year, which is half-time immersion or more), $150 per pupil per year will be the amount recognized for grant purposes.

GRANTS TO EQUIP CLASSROOMS FOR THE TEACHING OF FRENCH AS A SECOND LANGUAGE

Special grants in the amount of $1,000 each are available to equip classrooms in elementary schools for the teaching of French as a second language. These grants may be applied to facilities designed for all types of programs – core, extended and immersion. Through these grants, school boards will be able to provide a home room for teachers of French, particularly for teachers of core programs. The funds are intended for equipment, learning materials, and supplies used for the French program.

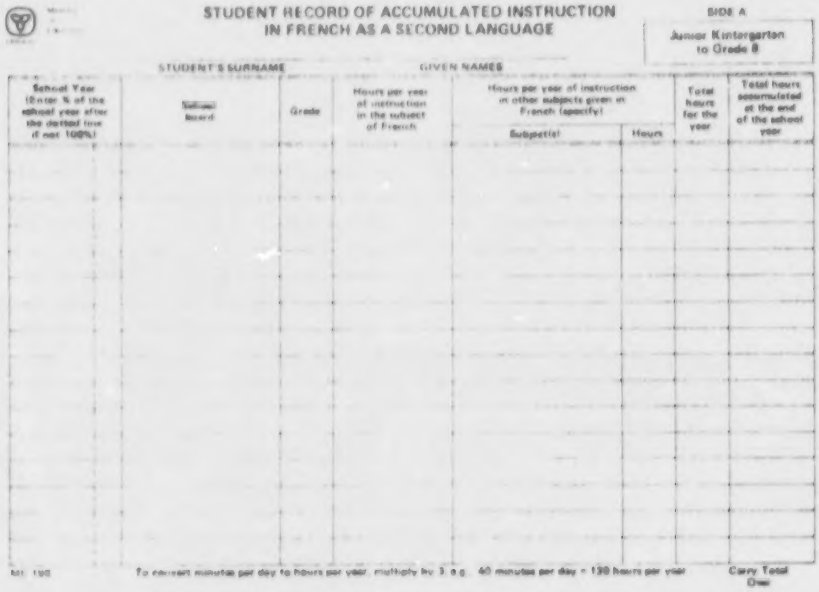
* * *

In 1978 the increased amounts eligible for grants continue and further improvements have been introduced. Grants for French as a first language have been increased to one hundred per cent of the board's eligible amount, rather than at the board's rate of grant. Grants for French as a second language will now be based on an average level of support of seventy-five per cent, which also represents a significant increase from 1977.

APPENDIX B

CALCULATION OF INSTRUCTIONAL HOURS

The following form must be completed for each child who receives instruction in French as a second language.



STUDENT RECORD OF ACCUMULATED INSTRUCTION
IN FRENCH AS A SECOND LANGUAGE

SIDE A

Junior Kintergarten to Grade 8

STUDENT'S SURNAME GIVEN NAMES

School Year (Enter % of the school year after the darkest line if not 100%)	School Board	Grade	Hours per year of instruction in the subject of French	Hours per year of instruction in other subjects given in French (specify)		Total hours for the year	Total hours accumulated at the end of the school year
				Subject(s)	Hours		

APPENDIX C

SUMMER BURSARY PLAN — 1978

Ontario
Ministry of Education

Mowat Block, Queen's Park
Toronto, Ontario
M7A 1L2

MEMORANDUM TO: DIRECTORS OF EDUCATION
PRINCIPALS OF SCHOOLS

RE: TEACHERS' SUMMER BURSARY PROGRAM 1978
FOR TEACHERS AND POTENTIAL TEACHERS
OF FRENCH TO ENGLISH-SPEAKING STUDENTS
AND FOR TEACHERS WHO TEACH IN FRENCH
LANGUAGE INSTRUCTIONAL UNITS

The Ministry of Colleges and Universities has announced the federally funded Teachers' Summer Bursary Program 1978 for teachers and potential teachers of French to English-speaking students and for teachers in French Language Instructional Units.

Principals are asked to bring to the attention of all teachers concerned, the Application Form included with this memorandum in the mailing to schools, and the final date for applications.

It should be noted that more application forms may be obtained from:

Fellowship Section,
Student Awards Branch,
Ministry of Colleges and Universities,
8th Floor, Mowat Block, Queen's Park,
Toronto, Ontario.
M7A 1C6

(Tel. 416-965-5241)

H. K. Fisher,
Assistant Deputy Minister.

1978 03 08

Teachers' Summer Bursary Program 1977

APPENDIX D

PROGRAM 1
For teachers of French as a second language

Les enseignants des modules scolaires de langue française sont priés de voir le Programme 2 au verso.

This program is funded by the Department of the Secretary of State through the federal-provincial agreement for the promotion of bilingualism in education.

Aim
In order to assist teachers of French as a second language to improve the quality of their teaching of French, this program provides bursaries to teachers who undertake and complete full-time day or evening courses in French during the period May-August 1977.

Eligibility
Applicants, at the time of application, must certify that they

a) hold or expect to receive by September 1, 1977, a valid Ontario Elementary or Secondary School Teacher's Certificate or a valid Letter of Standing or are teaching masters in a college of applied arts and technology (CAAT). Letters of Permission issued by the Minister of Education are not acceptable;

b) will be involved in the teaching of French as a second language in the academic year 1977-78

or

are deemed potential teachers of French as a second language

or

are deemed potential teachers of a subject where French is the language of instruction

or

will graduate in 1977 from a faculty of education or an Ontario teacher education college;

c) intend to register for a professional summer course offered entirely in French as outlined in the Ministry of Education booklet "Professional Summer Courses for Teachers 1977"

or

intend to register in one or more courses accredited by the Ministry of Education and offered entirely in French by a faculty of education

or

intend to register for one or more full-time credit or immersion courses offered entirely in French at a university in Canada, a CAAT in Ontario or a French-language CEGEP in Quebec

or

intend to register in one or more full-time credit or immersion courses given abroad entirely in French and recognized by Canadian universities, provided they have received no other financial assistance from a provincial and/or the federal government.

Courses must take place in the period May-August 1977, must be of at least three weeks duration and must be offered entirely in French.

Amount of Bursary
a) For teachers whose home city or town is 35 miles or less from the city or town of the campus which offers the summer course: $60 per week to a maximum of $360.

b) For teachers whose home city or town is more than 35 miles from the city or town of the campus which offers the summer course: $100 a week to a maximum of $600.

If the number of eligible applicants exceeds the number of awards which the available funds can accommodate, the monies will be prorated among all eligible applicants based on applications received as of July 15, 1977.

Application Forms
Additional application forms may be obtained from the secondary school principal, from the student awards officer at a CAAT or from the Inquiry Section, Student Awards Branch, Ministry of Colleges and Universities, Mowat Block, Queen's Park, Toronto, Ontario M7A 2B4. Telephone (416) 965-5241.

Application Procedure
The completed application form, signed by the applicant, is to be verified and certified by the principal of the school, a supervisory officer of the school board, or the dean of the college of applied arts and technology, of the faculty of education or of the Ontario teacher education college.

It is the responsibility of the applicant to ensure that the application is certified by the appropriate official.

Deadline Date
All applications must be received by the Ministry of Colleges and Universities by July 15, 1977. Under no condition will an application be accepted after that date.

The Ministry will send you notification of receipt of your application. Please retain this as proof that your application was received by the deadline date. If this notification is not received within three weeks of your submission please call (416) 965-3208 for information.

If you are mailing your application within two weeks of the deadline date we suggest you send it by registered mail.

Award and Payment Procedure
By August 15, 1977 applicants will be notified as to whether or not they will receive a bursary and the amount of the award. Attached to this letter of award will be a "Certificate of Completion of Course" form. The signed "Certificate of Completion of Course" form must be returned to the Ministry no later than September 30, 1977. We recommend these be sent by registered mail.

Payment of the bursary will be made within approximately five weeks of receipt of this certificate by the Ministry. Cheques will be sent directly to each individual teacher.

Selection of bursary recipients and decisions on the amounts awarded are final.

Secretary of State

Régime de bourses d'été 1977 pour enseignants

PROGRAMME 2
Pour les enseignants des modules scolaires de langue française

For teachers of French as a second language see Program 1 on the reverse side.

Ce programme est financé par le Secrétariat d'État en vertu de l'accord fédéral-provincial de bilinguisme en éducation

Son but
Aider les enseignants des modules scolaires de langue française de l'Ontario à améliorer la qualité de leur enseignement. Ce régime prévoit des bourses pour les enseignants qui suivront et termineront des cours du jour ou du soir, à plein temps, entre mai et août 1977.

Admissibilité
Tout candidat doit, au moment où il fait sa demande, certifier qu'il

a) est ou sera titulaire, au 1er septembre 1977 d'un brevet d'enseignement de l'Ontario ou d'une lettre d'attestation ou sera professeur dans un collège des arts appliqués et de technologie (CAAT). Les lettres d'autorisation du ministère de l'Éducation ne sont pas acceptables.

b) enseignera dans un module scolaire de langue française ou enseignera en langue française dans un collège des arts appliqués et de technologie en Ontario en 1977-1978,

ou

- sera diplômé en 1977 d'un collège ou d'une faculté d'éducation de l'Ontario.

c) a l'intention de s'inscrire à un ou plusieurs cours professionnels d'été, offerts intégralement en français et décrits dans le manuel du ministère de l'Éducation intitulé "Cours professionnels d'été pour les enseignants, 1977",

ou

a l'intention de s'inscrire dans un ou plusieurs cours accrédités par le ministère de l'Éducation, cours donnés entièrement en français, dans une faculté d'éducation;

ou

a l'intention de s'inscrire dans un ou plusieurs cours à plein temps permettant d'obtenir des crédits ou dans un cours intensif dans une université du Canada, un collège des arts appliqués et de technologie de l'Ontario ou un CEGEP au Québec. Ces cours doivent être donnés entièrement en français ou avoir trait à l'enseignement de l'anglais comme langue seconde;

ou

- a l'intention de s'inscrire dans un ou plusieurs cours à plein temps permettant d'obtenir des crédits, donnés à l'étranger, entièrement en français et reconnus par les universités du Canada, à condition qu'aucune autre aide financière n'ait été accordée par un gouvernement provincial ou le gouvernement fédéral.

Tous les cours doivent avoir lieu entre mai et août et durer au moins trois semaines. Ils doivent se donner entièrement en français ou avoir trait à l'enseignement de l'anglais comme langue seconde.

Montant de la bourse
a) Pour l'enseignant dont la ville ou le village de résidence se trouve à 35 milles ou moins de la ville ou du village ou se trouve le campus offrant le cours d'été: $60 par semaine jusqu'à concurrence de $360.
b) Pour l'enseignant dont la ville ou le village de résidence se trouve à plus de 35 milles de la ville ou du village ou se trouve le campus offrant le cours d'été: $100 par semaine jusqu'à concurrence de $600.

Si le nombre de candidats éligibles excède le nombre de bourses permis par l'allocation des fonds, l'argent sera versé au prorata parmi tous candidats éligibles dont les demandes auront été reçues avant le 15 juillet 1977.

Formulaires de demande
Des formulaires de demande supplémentaires peuvent être obtenus auprès des directeurs des modules scolaires de langue française ou des agents du régime d'aide financière des CAAT.

On peut également s'adresser au Service des renseignements, Direction de l'aide financière aux étudiants, ministère des Collèges et Universités, édifice Mowat, Queen's Park, Toronto, Ontario M7A 2B4. Téléphone (416) 965-5241.

Modalités
Le candidat doit remplir et signer le formulaire et le faire vérifier et viser par le directeur du module scolaire de langue française en Ontario, l'agent officiel du conseil scolaire ou le doyen pour le collège des arts appliqués et de technologie, la faculté ou le collège d'éducation de l'Ontario.

Il incombe au candidat de s'assurer que sa demande est dûment visée par l'agent approprié.

Date limite
Le ministère des Collèges et Universités n'acceptera aucune demande après le 15 juillet 1977. Le Ministère vous enverra un accusé de réception de votre demande. Veuillez retenir cet accusé comme preuve que votre demande est parvenue avant la date limite. Si, dans les trois semaines qui suivent l'envoi de votre demande vous n'avez pas reçu l'accusé de réception, veuillez téléphoner au (416) 965-3208.

Si vous envoyez votre demande dans les deux semaines précédant la date limite, nous vous suggérons de l'envoyer sous pli recommandé.

Allocation et versement
Les candidats seront informés avant le 15 août 1977 de la décision prise au sujet de leur demande et le montant de la bourse. Un formulaire "Certificat d'achèvement du cours" sera joint à cet avis. Le "Certificat de terminaison de cours" signé doit parvenir au Ministère au plus tard le 30 septembre 1977. Nous vous suggérons de l'envoyer sous pli recommandé.

La bourse sera octroyée dans un délai de cinq semaines suivant la réception de ce certificat par le Ministère. Les chèques seront envoyés directement à chaque enseignant.

La décision relative au choix des boursiers et au montant de la bourse est sans recours.

Secrétariat d'État

APPENDIX E

TEACHER SUPPLY: A PLAN OF ACTION

(from the Ontario Ministry of Education booklet, **Teaching and Learning French as a Second Language** , pp 22-24)

"A major key to improving and expanding French instructional programs will be the continuing provision of competent, creative, dedicated teachers.

As the emphasis on French instruction increases across Ontario over the next two or three years and beyond, the demand for such teachers will obviously increase. To ensure that the demand is met will be a challenge, though not an insurmountable one.

Even at present, several hundred newly-qualified teachers capable of teaching French are emerging from teacher training institutions each year. The new increased focus on French programs will itself be a factor in attracting even more candidates into teacher training programs for French as a second language.

In addition, there are today in Ontario large numbers of teachers who are **qualified** and **able** to teach French, but who have opted to teach other subjects. It is anticipated that a significant number of such teachers will be attracted back to French because of the increased emphasis on French and the improved "working conditions" that can be expected to develop.

Nonetheless, further direct action is imperative, and is being initiated, in order to increase the number of classroom teachers capable of teaching French, not only in Core Programs but also in Extended and Immersion Programs which involve teaching subjects **other than** French in French.

Seven specific and significant steps are being taken immediately. As time moves on, and as experience is gained in all aspects of the new program, it is fully anticipated that further advancements and refinements will develop. But now, at the starting point, the seven initial steps are these:

1. A new year-round "French immersion centre" will be established for the purpose of upgrading fluency in French among practising teachers **and** teachers-in-training.

2. Financial support will be provided in the form of travel, tuition and accommodation for persons attending the new "French immersion centre".

3. At the Toronto campus of the Ontario Teacher Education College (which is operated by the Ministry of Education) there will be added to existing programs an immersion-type program specifically for teachers-in-training who wish to pursue positions in immersion French. Other teacher training institutions, namely Faculties of Education operated by various Ontario

universities, will be encouraged to investigate the possibility of doing the same in future years.

4. Ministry-sponsored summer courses for teachers of French at the elementary school level will be expanded. At present, elementary school teachers may earn Specialist Certificates in such areas as Art, Music and Primary; **the categories will now be extended to include French**. Until now, the basic requirement for teachers to teach French as a second language has been a single summer course; there will now be added two **additional** courses leading to advanced degrees of specialty, the **third** course qualifying a teacher for a full-fledged Specialist Certificate at the elementary school level.

5. An active and meaningful communication program is being initiated at once, directed to university students. The objective: to explain clearly the opportunities and challenges that exist for those who are considering a teaching career involving instruction in French.

6. Admittance requirements to the highly-successful 5-week summer French immersion course conducted by the Ontario Ministry of Education at Compton, Quebec, will be broadened. Enrolment in this program, which involves a **total** immersion experience, has heretofore been limited primarily to Ontario teachers **presently** teaching French; henceforth, promising **future** teachers of French will be actively considered for admission.

7. Teacher training institutions will be strongly encouraged by the Ministry of Education to consider several additional ideas aimed at improving the preparation of qualified teachers for programs in French as a second language. For example, there is the suggestion that prospective French teachers be advised to live in a French milieu for at least four months. Another proposal is that more extensive practice-teaching experiences in French be provided. A further suggestion will be to consider rearranging timetables so as to enable more teachers-in-training to capitalize on programs leading to positions involving French instruction.

Taken together, these seven specific steps – in addition to the natural attraction of present or ex-teachers qualified for French instruction **back** to French – can be expected to minimize supply-and-demand problems for qualified persons to answer the anticipated need for teachers.

It should be especially noted that great caution should be exercised to ensure that French-language schools are not adversely affected. As school boards plan their staffing for programs in French as a second language, it is imperative that the availability of teachers for French-language schools not be diminished. This matter is presently under serious consideration by the Ministry, and school boards are urged to pay urgent attention to it.

It would be naive to suggest that there may not be difficulties, at least for some school boards, in attracting the desired number of teachers. For example, depending upon geographic location, some boards may have problems in filling specific positions in particular areas. This, of course, is a problem often faced by school boards in other subject areas, and French may be no different.

However, generally speaking, the provision of competent, dedicated and creative teachers to meet the anticipated need should not be an insurmountable problem. Indeed, the clear enunciation of the career opportunities that will exist, and the commitment of all involved, can reasonably be expected to ensure that the introduction or expansion of French programs will not be held back because of a lack of qualified teachers.

There is another question related to the supply-and-demand situation which will inevitably and understandably be raised: Will the expansion of French-language programs result in a possible displacement of unilingual anglophone teachers? The sincerity of the question cannot be doubted. However, careful analysis leads to the conclusion that any potential problems of this nature can be minimized.

There are several factors which lead to this conclusion. It should be realized that, while many school boards will begin expanding their French programs even in the 1977-78 school year, the major impact will emerge gradually over the next several years. Normal attrition, combined with careful advance planning on the part of school boards, will alone be enough to keep possible displacement problems to a minimum. In addition, the possibility of attendance at short French immersion courses will in some cases be enough to upgrade French facility to permit teachers to switch into Core French programs where this is desired."

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A P P E N D I X V

(PAPT Policy)

APPENDIX V

PAPT POLICY ON TEACHING OF FRENCH AS A SECOND LANGUAGE

1. Teacher training institutions should offer courses in the Teaching of French as a Second Language.

2. Steps be taken to inform the various French and English teacher-training institutions of the present need for qualified second language specialists...

3. Attention be given to the retention of seniority...and other possible advantages when French Canadian Teachers transfer to English Language schools.

4. French speaking persons be hired as French aides in order to promote the use of the French language...

5. Teachers of French be released between 24 and 30th of June and also 1st of September and the opening of classes in order to attend in-service courses in the teaching of French as a second language.

6. Linguistic institutes be created within teacher-training establishments...to train teachers of French as a second language.

7. Funds necessary to implement these recommendations be made available by the Ministry.

8. Immersion courses be offered at the kindergarten level and on a continuing basis provided that the teachers are fully qualified, class sizes are limited to 15 and suitable instructional materials are available...

9. For interested children who missed the opportunity of an immersion program starting in Kindergarten, an immersion program be provided at the Grade VII level as a stop-gap measure.

10. No student be exposed to the teaching of another subject in French until he has mastered the basic structures and vocabulary of that language.

11. Teachers teaching other subjects in French be trained to teach French as a second language...

12. Where subjects are to be taught in French, activity-oriented subjects be selected in preference to heavy-content subjects...

13. The question be resolved through the implementation of Regulation I (i.e. continuous progress by grouping pupils on the basis of competence).

14. The number of French specialists in any given school be such as to permit a pupil-teacher ratio of 15:1 for French instruction...

15. Funds be provided to make available to teachers of French such teaching materials necessary for the effective learning of a second language.

16. PAPT and PACT apply pressure to the Ministry of Education to implement Recommendations 14 and 15.

17. PAPT and PACT send letters to teacher-training institutions, teachers' associations, school boards, home and school associations, MNA's, the Superior Council, etc. asking them to press for the implementation of Recommendations 14 and 15.

(BD - Feb. 1971)

January 5, 1981
/ls

A P P E N D I X VI

(PEITF Policy)

APPENDIX VI

PEITF POLICY ON EDUCATION IN CANADA'S OFFICIAL LANGUAGES

BE IT RESOLVED that the following statements be adopted as "PEITF Policy on Education in Canada's Official Languages":

1. The bilingual character of Canada is not only an historical, constitutional and social fact, but is also of the utmost importance to the maintenance of the Canadian Confederation.

2. Equality of rights and status for those who are English speaking and for those who are French speaking is a major goal which requires the safeguards of law and of the Constitution of Canada.

3. The survival of the flourishing English speaking and French speaking communities in Canada and their protection against assimilation is a right which all provincial and federal authorities should safe-guard and respect.

4. The school is an instrument of major importance in maintaining the existence of a functioning linguistic community. Any English speaking or French speaking community should have the right to have schools established in which the language of instruction, administration, and communication is that of the community, and the right to protect and preserve the linguistic and cultural integrity of those schools.

5. All parents should be given the right to have their children educated in the child's mother tongue (the language first spoken and still understood by the child) where numbers warrant. The provision of this right should not jeopardize the linguistic and cultural integrity of schools.

6. Because of the overwhelming dominance of English language media in North America, and specifically Prince Edward Island, special measures are required for the support and protection of the vehicles of French language and culture.

7. Those whose mother tongue is neither French nor English should have the right to affiliate with either an English speaking community or a French speaking community, according to their choice, and to have their children educated in that language.

8. The opportunity should exist in Prince Edward Island for all students to learn a second language.

9. To develop in students an increased awareness of and appreciation for the cultural contributions made by francophones to Canadian life the Federation encourages the establishment of:

   A. <u>French Language Schools and/or Programs</u>

      Such programs would:

      (a) use French as the language of instruction, communication and administration;

(b) provide a climate favourable to the development of the French language and culture; and

(c) provide an English Language Arts program which would enable students to develop a functional command of English, as well as an appreciation of the English culture.

B. French Immersion Schools and/or Programs

Such programs would:

(a) use French as the language of instruction, internal communication and internal administration;

(b) provide a climate favourable to the development of the French language; and

(c) provide an English Language Arts program which would enable students to develop a functional command of English, as well as an appreciation of the English culture.

C. Core French Program

Such programs would enable students to:

(a) develop the skills necessary to understand, speak, read and write basic French; and

(b) acquire a positive attitude toward the French language and culture.

D. Extended Programs

Such programs would include a core program in French as a second language, as well as one or more subjects in which French is the language of instruction.

10. In francophone communities English programs similar to those outlined in policy statement 9. should be available so that the young people of the community may develop an increased awareness of and appreciation for the cultural contributions made by anglophones to Canadian life.